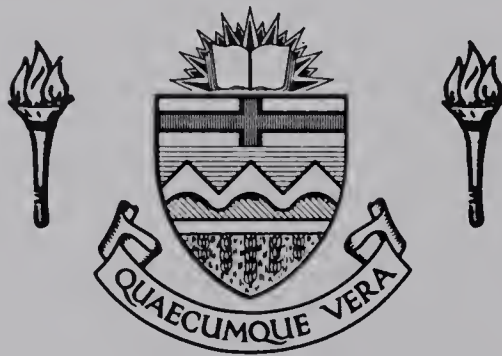


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AN INVESTIGATION OF TEACHERS' SALARY AND
WORKING CONDITIONS IN SELECTED SCHOOL
JURISDICTIONS IN ALBERTA 1960-1969

by



BRUCE KILGOUR JOHNSON

A THESIS

SUBMITTED TO THE FACULTY OF GRADUATE STUDIES
IN PARTIAL FULFILLMENT OF THE REQUIREMENTS FOR THE DEGREE
OF DOCTOR OF PHILOSOPHY

DEPARTMENT OF EDUCATIONAL ADMINISTRATION

FALL, 1971

1971 F
38D

UNIVERSITY OF ALBERTA

FACULTY OF GRADUATE STUDIES

The undersigned certify that they have read, and recommend to the Faculty of Graduate Studies for acceptance, a thesis entitled "An Investigation of Teachers' Salary and Working Conditions in Selected School Jurisdictions in Alberta 1960-1969" submitted by Bruce Kilgour Johnson in partial fulfillment of the requirements for the degree of Doctor of Philosophy.

ABSTRACT

The principal purpose of the research was to investigate the relationship between the goals of the Alberta Teachers' Association concerning teachers' salary and working conditions, the goals of the Alberta School Trustees' Association concerning such conditions, and the provisions found in a sample of collective agreements during the years 1960-1969.

The method of investigation was that of documentary analysis supplemented by interviews. Data were collected from various published sources, documents in the files of the Alberta Teachers' Association and the Alberta School Trustees' Association, interviews with persons involved in collective bargaining and 160 collective agreements.

A model based upon J.T. Dunlop's conceptualization of "Industrial Relations Systems" was developed as a frame of reference within which the investigation was conducted and in terms of which the results were stated.

The main goals of the Teachers' Association were found to be those concerned with salary and allowances, bargaining rights and procedures, leave and conditions of professional service. Only those goals concerned with salary and allowances and leave were substantially gained through collective bargaining over the ten years. Bargaining rights were maintained through legislation while conditions of professional service were left out of the formal rules governing relationships in the industrial relations system almost entirely.

Thirty-one bargaining issues (areas of conflict between teachers and trustees) were identified. Of these, twelve were resolved at least partially, during the period of the investigation in favour of the

teachers' goals while six were resolved in favour of the trustees' position.

The results of the investigation suggested a growing balance of power in the industrial relations system between teachers and trustees, with the latter increasing their relative influence in the industrial relations system throughout the period.

The possibility of increasing conflict over conditions of professional service was indicated by the finding that this was the area in which most major issues were still unresolved.

ACKNOWLEDGEMENTS

A number of people assisted in the completion of the investigation in a variety of ways. Their help and encouragement and their generous expenditure of time and effort is hereby acknowledged with gratitude.

Several staff members of both the Alberta Teachers' Association and the Alberta School Trustees' Association assisted with the collection of data from the files of the respective organizations and with many helpful suggestions. Mrs. M. Atkinson, Miss S. Gee and Miss D. Neumann gave assistance with the coding of collective agreements. Mrs. C. Prokop prepared the computer program for analysis of coded material.

The author's wife Helen, extended both moral support and much practical assistance in the classification, filing and coding of data, while Miss Barbara Currie gave the necessary family assistance for this to occur.

Dr. W.D. Knill, the thesis supervisor, and Dr. J.D. Muir were particularly helpful in the development of the thesis problem and procedures.

The critical comments of other committee members were most appreciated and helped to improve the quality of the final manuscript which was typed by Mrs. F.A. Burns.

TABLE OF CONTENTS

Chapter	Page
I THE PROBLEM.	1
I Statement of the problem	1
Specific statement of the problem.	2
Sub-problems	2
Related problems	3
II Significance of the problem	4
Contribution to Industrial Relations Theory. . . .	4
Collective Bargaining in Education	4
Significance for the Bargaining Parties.	5
Contribution to Analysis of Collective	
Agreements	5
III Assumptions.	6
IV Delimitations	6
V Limitations.	7
VI Definition of Terms	8
Overview of Report	11
II A CONCEPTUAL FRAMEWORK	13
I A General Theory of Industrial Relations	13
II The Concept of an Industrial Relations System . .	15
III System Outputs	20
IV A Systems Analysis Model.	21
V The Concepts of Goals, Values and Power.	25
VI Related Research.	27
The Educational Industrial Relations System in	
Alberta.	27

Chapter		Page
	Goals of the ATA and ASTA.	29
	Analysis of Collective Agreements.	33
	VII Scope and Emphasis of Investigation.	36
III	RESEARCH METHODOLOGY	37
	I Data Collection.	37
	Sources of Data.	37
	Input Data --Goals	37
	Output Data -- Rules.	40
	Sampling Procedures.	41
	II Data Analysis.	43
	Classification Scheme.	43
	Treatment of Goal Data	43
	Thematic Analysis.	43
	Item Analysis.	44
	Tabulation of Data	44
	Treatment of Output Data	44
	Legislation and School Board Policies.	44
	Collective Agreements.	44
	Coding Procedure	45
	Coding Reliability	46
	Statistical Procedures	46
IV	GOALS OF THE ALBERTA TEACHERS' ASSOCIATION	48
	Cluster B--Bargaining Rights and Procedures.	49
	Retention of Alberta Labour Act.	49

Chapter	Page
Teachers' Rights not in Statutes	49
The Bargaining Units	49
Maintenance of Procedures.	52
Cluster D --Salary	52
The Salary Schedule.	52
Allowances	59
Protection of Salary Status.	62
Payment for Additional Service	62
Cluster E --Hiring, Severance, Transfer, Tenure. .	63
Hiring	63
Resignation and Termination.	63
Transfer	63
Designation.	66
Cluster F-- Professional Load.	66
Teachers' Work Load.	66
Hours of Work.	66
Para-professional Assistance for Teachers. . . .	72
Time for Preparation and Extra-Curricular	
Activity	73
Regulation of Professional Activities.	73
Provision for Specialist Teachers.	75
The Use of Machines in Instruction	76
Involvement of Teachers in Decision Making . . .	77
Living Conditions.	78
Cluster G -- Leave.	78
Sabbatical Leave	78

Chapter	Page
Cumulative Sick Leave.	80
Short-Term Leaves.	81
Cluster H -- Retirement Benefits and Pensions . . .	81
Cluster I -- Insurance.	81
Cluster J -- Physical Conditions.	85
Cluster K -- Association Security	85
Cluster L -- Miscellaneous.	92
Goal Intensity	95
Application of Criteria.	96
Method of Application.	96
Goal Intensity Findings.	99
Summary of Chapter	103
V GOALS OF THE ALBERTA SCHOOL TRUSTEES' ASSOCIATION	
BARGAINING ISSUES AND PROBLEMS	105
Cluster B-- Bargaining Rights.	106
Desired Changes in Legislation	106
Modification of Bargaining Units	110
Cluster C-- Regulation and Duration of	
Agreements	112
Cluster D-- Salary and Allowances.	114
Salary Increases	114
Salary Determination Basis	114
Allowances and Payments to Special Groups of	
Teachers	118
Salary Control	119
Merit Pay.	120

Chapter	Page
Cluster E --Hiring, Severance and Transfer	120
Hiring of Teachers	120
Resignation and Termination of Contract.	124
Designation of Teachers as School Adminis-	
trators.	124
Transfer of Teachers	125
Cluster F --Professional Load.	125
Prohibited Areas for Bargaining.	126
Instructional Time	126
Noon Hour Supervision.	130
Cluster G --Leave.	132
Cluster H --Retirement Benefits.	134
Cluster I-- Insurance, Safety and Medical.	134
Cluster J-- Physical Conditions.	137
Cluster K-- ASTA Goals Impinging upon ATA	
Security	137
Cluster L-- Miscellaneous Goals.	141
Cluster M-- Management Rights.	143
ASTA Goal Intensity Findings	145
Comparison of ATA and ASTA Goals	150
Bargaining Issues.	151
Bargaining Problems.	156
Goals Expressed by Individuals Involved in	
Bargaining	159
Summary of Chapter	168

Chapter		Page
VI	TERMS OF COLLECTIVE AGREEMENTS	169
	Cluster A --General Information.	169
	Cluster B --Bargaining Rights.	169
	Trends in Bargaining Rights.	170
	Cluster C --Regulatory Provisions.	173
	Trends in Regulatory Provisions.	173
	Cluster D --Salary and Allowance Provisions.	175
	Application of Salary Scales	175
	Trends in the Application of Salary Scales	180
	Salary Trends.	181
	Administrative Allowances.	186
	Allowances for Specialist Teachers	189
	Trends in Allowances	190
	Bonuses and Extraordinary Salaries	190
	Trends in Bonuses and Extraordinary Salaries	193
	Cluster E --Hiring, Severance, Transfer and Tenure Provisions	194
	Cluster F --Professional Load Provisions	194
	Cluster G-- Leave Provisions	197
	Sick Leave	197
	Trends in Sick Leave Provisions.	198
	Sabbatical Leave Provisions.	203
	Trends in Sabbatical Leave Provisions.	205
	Other Leave Provisions	205

Chapter	Page
Trends in Other Leave Provisions	206
Cluster H -- Pension and Retirement Benefit Provisions	206
Cluster I -- Insurance Provisions	206
Cluster J -- Physical Provisions.	206
Cluster K -- Association Security Provisions.	208
Cluster L -- Miscellaneous Provisions	208
Cluster M -- Management Rights Provisions	208
Summary of Findings.	210
Urban Jurisdictions.	210
Rural Jurisdictions.	210
ATA Goals and Collective Agreement Provisions.	210
A. Substantially Achieved Goals.	213
B. Partially Achieved Goals.	215
Summary of Chapter	218
VII LEGISLATION AND SCHOOL BOARD POLICIES.	219
Changes in Legislation	219
Subordinate Legislation - The General Regulations of the Education Department.	225
ATA Goals and Legislative Changes.	225
A. Substantially Achieved Goals.	225
B. Partially Achieved Goals.	226
Rules Governing Teachers' Work Conditions in School Board Policy Handbooks.	227
ATA Goals and School Board Rules	230
Environmental Conditions	231

Chapter	Page
Summary of Chapter.	236
VIII DISCUSSION OF FINDINGS, CONCLUSIONS, IMPLICATIONS AND SUMMARY	238
Conclusions	238
Implications.	246
Summary	248
The problem	248
The conceptual framework.	248
Research methodology.	249
Findings.	250
REFERENCES	251
APPENDIX A	261
APPENDIX B	272
APPENDIX C	274
APPENDIX D	291

LIST OF TABLES

Table	Page
1. Summary of goal data sources	39
2. Coding of 160 collective agreements inter-coder reliability among five coders.	47
3. ATA goals related to bargaining rights and procedures	50
4. ATA goals related to salaries and allowances	53
5. Summary of ATA salary objectives at the fourth year level of teacher education 1960-1969	58
6. ATA alternative proposals for principals' allowances 1960-1969.	61
7. ATA goals related to hiring, severance, transfer and tenure	64
8. ATA goals related to professional load	67
9. ATA goals related to conditions of leave	79
10. ATA goals related to retirement benefits and pensions	82
11. ATA goals related to insurance	84
12. ATA goals related to physical conditions	86
13. ATA goals related to association security.	87
14. Miscellaneous ATA goals related to salary and working conditions	93
15. Summary of findings concerning intensity of 123 ATA goals.	100
16. ASTA goals related to bargaining rights.	107

Table	Page
17. ASTA goals related to regulation and duration of agreements	113
18. ASTA goals related to salaries and allowances.	115
19. ASTA goals related to hiring, severance and transfer .	121
20. ASTA goals related to professional load of teachers. .	127
21. ASTA goals related to leave provisions	133
22. ASTA goals related to pensions and retirement benefits for teachers.	135
23. ASTA goals related to insurance, safety and medical provision for teachers	136
24. ASTA goals related to physical conditions.	138
25. ASTA goals impinging upon the security of the ATA. . .	140
26. Miscellaneous ASTA goals related to teachers' working conditions	142
27. ASTA goals related to management rights.	144
28. Summary of findings concerning intensity of 122 ASTA goals.	146
29. Summary of bargaining issues	152
30. Summary of bargaining problems	157
31. Important ATA goals as reported by interview subjects	160
32. Important ASTA goals as reported by interview subjects	164
33. Frequency of bargaining rights provisions in seven urban collective agreements, 1960-1969	171

Table	Page
34. Frequency of bargaining rights provisions in nine rural collective agreements, 1960-1969	172
35. Summary of regulatory provisions in sixteen collective agreements 1960-1969	174
36. Frequency of salary scale provisions in seven urban collective agreements 1960-1969.	176
37. Frequency of salary scale provisions in nine rural collective agreements 1960-1969.	177
38. Mean salary maxima and minima in 160 collective agreements, 1960-1969.	182
39. Mean annual increments in seven urban and nine rural collective agreements 1960-1969.	187
40. Frequency of provisions for administrative and other special allowances in seven urban and nine rural agreements, 1960-1969.	188
41. Frequency of provisions for payment of bonuses and extraordinary salaries in seven urban collective agreements, 1960-1969.	191
42. Frequency of provisions for payment of bonuses and extraordinary salaries in nine rural collective agreements, 1960-1969.	192
43. Frequency of provisions related to hiring, severance, transfer and tenure in seven urban and nine rural agreements, 1960-1969.	195
44. Frequency of professional load provisions in seven urban and nine rural agreements, 1960-1969	196

Table	Page
45. Frequency of leave provisions in seven urban collective agreements, 1960-1969	199
46. Frequency of leave provisions in nine rural collective agreements, 1960-1969	201
47. Frequency of insurance provisions in seven urban and nine rural collective agreements, 1960-1969. . .	207
48. Frequency of miscellaneous provisions in seven urban and nine rural agreements, 1960-1969	209
49. Summary of provisions in seven urban collective agreements, 1960-1969.	211
50. Summary of provisions in nine rural collective agreements, 1960-1969.	212
51. Changes in the School Act affecting teachers' salary and work conditions 1960-1969.	221
52. School Board regulations concerning teachers' working conditions in five jurisdictions	222
53. Provincial ability to pay (per capita personal income) compared with increases in average teachers' salary maxima and minima at the fourth year level, 1960-1969.	233
53. Provincial educational effort (per capita expenditure on education as a percentage of per capita personal income) 1960-1969.	234
55. Frequency distribution of 123 ATA goals in all sources.	292

Table	Page
56. Frequency distribution of 123 ATA goals in sources 1, 2 and 3	294
57. Ranking of eighty eight goals by eleven ATA respondents.	296
58. ATA goal statements classified as "strongly worded" in primary sources	299
59. Intensity placings of 123 ATA goals on four criteria .	303
60. Frequency distribution of 122 ASTA goals in all sources.	306
61. Frequency distribution of 122 ASTA goals in sources 4, 6 and 7	309
62. Ranking of fifty five goals by eleven ASTA respon- dents.	311
63. Intensity placings of 122 ASTA goals on four criteria	315

LIST OF FIGURES

Figure	Page
1. The Boundaries of the Industrial Relations System . . .	18
2. Internal Structure of the Industrial Relations System.	19
3. A Management Dominated Industrial Relations System. . .	20
4. An Industrial Relations System Analysis Model	23
5. A Model for the Analysis of Industrial Relations in Education (adapted from Alton Craig (1967))	24
6. Maximum Salaries as Percentages of Minimum Salaries for six categories of Teacher Education over ten years	185
7. Trends in ability to pay, educational effort and negotiated salary increases	235

CHAPTER I

THE PROBLEM

I STATEMENT OF THE PROBLEM

In the Province of Alberta, teachers are empowered by the School Act to bargain collectively with their employing boards and to conduct such bargaining "through a bargaining agent pursuant to the Alberta Labour Act " (Government of Alberta, 1955, C297, S358). The latter legislation defines the scope of bargaining very broadly to include "rates of pay, hours of work, or other terms or conditions of employment of the employees," (Government of Alberta, 1955, C167, S55) and establishes the Alberta Teachers' Association¹ as the sole bargaining agent of teachers in the province (ATA, 1964h, p. 31).

The Teaching Profession Act sets as one of the objectives of the ATA the "establishment of working conditions that will make possible the best level of professional service" (Government of Alberta, 1955, C331, S4) and provides for the compulsory membership of all teachers in the Association (Government of Alberta, 1955, C331, S5).

The ATA was the first teachers' association in Canada to receive the statutory right to bargain (Muir, 1970, p. 164) and since 1941 the teachers in this province have had the same rights and privileges with regard to bargaining as industrial employees (Muir, 1970, p. 178).

Both the Department of Labour and the school trustees:

. . . treat the provincial teachers' association as the official bargaining agent in all cases. All collective agreements are entered into with and signed by the provincial Alberta Teachers' Association and not by the local teachers' association (Muir, 1970, p. 195).

The combined effect of the various statutes and the long established tradition of bargaining is to produce a situation in which the provincial teachers' association is an organization with a strong membership base and is in a position to pursue a wide range of objectives relative to teachers' work conditions through collective bargaining (Odynak, 1963, 157ff). In a 1964 brief to the government the ATA drew its own conclusion:

Alberta legislation offers more flexibility and opportunity for settlement than any other province (ATA, 1964, 17).

The central purpose of the proposed study was to discover how the general mandate of the ATA-- to promote the establishment of working conditions conducive to high levels of professional service-- was translated into specific goals during the ten years 1960-1969, and to examine the extent to which such goals were achieved through the medium of collective bargaining.

Specific Statement of the Problem

What relationship is there between the stated goals of the ATA relative to teachers' working conditions (including both salary and non-salary items), and the provisions found in collective agreements between teachers and school boards during the decade 1960 through 1969?

An attempt to answer this question required attention to a number of sub-problems and related problems which were also framed as questions:

Sub-Problems

1. What were the stated goals of the ATA regarding teachers' salary and work conditions during the ten years?

- 1(a) What were the intensities of the stated goals relative to each other?
2. What were the terms of collective agreements concluded during the period of time studied?
3. What changes in legislation (including subordinate legislation) concerning teachers' salary and work conditions occurred during the ten years?
4. What changes in the rules of individual school boards regarding teachers' salary and work conditions occurred during the period investigated?

Related Problems

1. What congruence can be found between the stated goals regarding teachers' salary and work conditions, of the ATA and those of the Alberta School Trustees' Association?²
2. What trends in the development of teachers' salary and work condition provisions can be observed in the collective agreements studied?
3. What congruence can be found between the stated goals of the respective organizations and the goals expressed by individuals representing the organizations in actual bargaining sessions?
4. To what extent were changes in environmental conditions in the Province during the ten years, reflected in the provisions found in collective agreements?

² Hereafter referred to by the initials ASTA.

II SIGNIFICANCE OF THE PROBLEM

Contribution to Industrial Relations Theory

The field of industrial relations is characterized by a multiplicity of partial theories which tend to explain observed phenomena in isolation from each other, and from the larger society within which employer/employee relationships are established (Hameed, 1967). There have been some attempts to draw together these partial theories which have their conceptual roots in such diverse disciplines as law, sociology, economics and psychology and to propound a general theory of industrial relations. Notable among such attempts is that of J.T. Dunlop whose concept of an "industrial relations system" purports to be useful in describing, analyzing and predicting "the complex of inter-relations among managers, workers and the agencies of government" (Dunlop, 1958).

Apart from the work of the original author little has been done to test the Dunlop theory in a variety of industrial settings. In the present investigation an attempt was made to operationalize some aspects of Dunlop's conceptual framework and to apply them in an educational setting. The study has given some indications of the usefulness of the theory in analyzing the educational system, and has made a contribution to the development of hypotheses concerning the inter-relations among teachers, trustees and government agencies.

Collective Bargaining in Education

In Canada, collective bargaining has proved to be a viable method of determining teachers' salary and work conditions, but in all provinces governments have been concerned about the kinds of legislation that should govern the bargaining relationship. In some provinces a total

bargaining structure is spelled out in legislation while at the other extreme there is one which has no statutory provision at all. Some provinces have adopted compulsory arbitration and in others non-binding conciliation is the statutory means of resolving disputes. A recent Saskatchewan statute (Government of Saskatchewan, 1968) has increased the size of bargaining units and restricted the scope of bargaining strictly to salary issues, a provision which exists also in British Columbia (Muir, 1970). Amidst such diversity it may be claimed that the Alberta Collective Bargaining model resembles most closely, the industrial bargaining structure. The bargaining unit consists of a single employer (a school board) and his employees, who are both free to bargain within a wide range of subject matter; and a single organization has exclusive bargaining rights on behalf of the employees, together with a statutory right to use the strike sanction (Fleming, 1967, p. 9). The examination of the research questions has provided some insights into the appropriateness and effectiveness of this model in the Alberta educational setting.

Significance for the Bargaining Parties

The analysis of agreements from a number of school jurisdictions has provided documentation of local variance in teachers' salary and work conditions, while the extensive categorization of issues and problems and the analysis of trends in collective agreements during the 1960's has established a basis for the study of future developments in the bargaining relationship.

Contribution to Analysis of Collective Agreements

The development of a coding scheme for teachers' collective

agreements complements the work already done in other industries (Quinet, 1969) and provides a sound basis for international and inter-provincial, as well as intraprovincial, comparison of teachers' agreements.

III ASSUMPTIONS

The following assumptions were made:

A. that the agreements studied were the result of bargaining in good faith and that the terms of the agreements were acceptable to both parties at the time of agreement;

B. that the goals of the ATA and ASTA as stated in the sources examined were acceptable to the members of the respective organizations and were reliable, though not the only, indicators of organizational goals;

C. that the operationalization of Dunlop's concept of an industrial relations system, which was adopted in the study, is applicable to the relationships between teachers, school boards and government.

IV DELIMITATIONS

The analysis of collective agreements was confined to a sample of sixteen school jurisdictions of various types and to a period of ten years commencing in 1960.

The data used were taken mainly from existing documents, supplemented by the opinions of people involved in recent negotiations.

The investigation concentrated upon the "input" and "output" phases of the research model adopted. The actual process of collective bargaining and other aspects of the conversion process were not studied. This approach is analogous to Hoffman's view of decision

processes (Hoffman, 1960). According to this view a decision process is a hypothetical construct used to describe the interval between the two observable elements of "information" and "output". In the present context observable inputs (goals) were related to observable outputs (collective agreements, legislation, school board policy), but the process by which the one was translated into the other was not studied.

Measurement of bargaining power was restricted to those aspects of power that can be inferred from the apparent ability of the bargaining parties to influence the terms of agreement in favor of their own goals.

V LIMITATIONS

The analysis was restricted for the most part to printed documents and used fairly gross indicators, particularly of inputs. The official goals of the organizations may not truly reflect the views of specific bargaining units or those held by individuals who participate in bargaining. Some indication of the extent of this limitation was sought by analysis of the opinions of a sample of people involved in bargaining during the period.

The conceptual model employed suggests that goals, values and power are determined by a set of environmental variables which the proposed study did not attempt to measure.

Another limitation was imposed by the unavailability of school board policies for all jurisdictions and for all years. Only five of the sixteen jurisdictions had handbooks available, and these did not contain a complete list of all policies established over the period in the respective areas. The findings concerning sub-problem No. 4 are accordingly more limited than others in the study.

VI DEFINITION OF TERMS

The following terms were used throughout the investigation within the definitions indicated. Some terms which arise from the conceptual framework are discussed at greater length in Chapter II:

Collective Agreement

An agreement in writing between a school board and the ATA, acting on behalf of the teachers employed by that board, "containing provisions with reference to rates of pay, hours of work, or other terms or conditions of employment" of the teachers (Government of Alberta, 1955, C167, S55).

Collective Bargaining

The formal process of negotiation between school boards and teachers' representatives, which results in the conclusion, the revision or the renewal of a collective agreement (Government of Alberta, 1955, C167, S55).

Provision

Any statement in a collective agreement.

Conditions

The specific terms of arrangements of the provisions in a collective agreement (Government of Canada, 1969, p. i).

Salary Provisions

Those provisions which refer to the regular salaries, rates of pay and allowances payable to teachers.

Non-Salary Provisions

Those provisions which do not involve the regular remuneration of teachers.

As defined here many non-salary provisions deal with remunerative issues. The distinction made is between those provisions which cover regular monetary arrangements and those which merely aim to prevent loss of salary under certain circumstances, or those which provide a monetary incentive for activities beyond the regular duties of the teacher. A more common distinction is between monetary or wage provisions and provisions related to industrial jurisprudence. Under this latter classification sabbatical leave provisions, for example, would be classified as "monetary" while in the classification adopted here they were regarded as "non-salary." The argument for such a distinction is based on the view that the intent of provisions of this type is not primarily to provide adequate or equitable reward for service rendered, but to provide incentive for professional development.

Goals of Bargaining Parties

The attitudes, aspirations and specific objectives, relative to teachers' salary and working conditions, of bargaining parties (the ATA and the ASTA) as stated in the documents examined.

This definition restricts the concept of goals to official or "public" goal statements and regards them as indicators of the "real" or "sociological" goals of the organizations concerned (Etzioni, 1961, p. 72).

Bargaining Power

The ability of a bargaining party to secure its specific objectives or to effect agreement on its own terms (Chamberlain, 1955, p. 358).

Bargaining Issue

An item or area of common concern on which the goals of the bargaining parties are assumed to be in conflict (Walton and McKersie, 1965).

Bargaining Problem

An item or area of common concern on which the goals of the bargaining parties are not in fundamental conflict (Walton and McKersie, 1965).

Rules

All agreements, statutes, orders, decrees, regulations, awards, policies, practices, customs and wage rates which circumscribe the relationships among teachers, trustees and government (Dunlop, 1958).

School Board Policy

A rule prescribing some aspect of school board operation found in official documents or publications of a school board or stated by a school board official.

Working or Work Conditions of Teachers

The conditions (statutory, agreed between teachers and school boards, and defined by boards) under which teachers render service. Such conditions include all remunerative arrangements, non-monetary benefits to individuals and groups of teachers, hours of work, length of work year, prescribed duties and responsibilities, hiring, release and tenure regulations.

Theme

A sentence or sentence compound which expresses an assertion, idea, argument or proposition about a subject matter (Berelson, 1954, p. 508).

Item

The "whole, 'natural' unit employed by the producers of symbolic material. It may be a book, a magazine article or story, a speech, a radio program, a letter, a news story, an editorial, or any other self-contained expression" (Berelson, 1954, p. 509).

Fields of Analysis

Discrete subject matter areas into which themes and items may be classified.

Field Clusters

Groups of fields of analysis that concern related subject matter.

Overview of Report

Chapter I has stated the problem of the investigation and its significance, and has outlined the intent of the study, with comments on its limitations, the assumptions made and the delimitations imposed. Also some key terms are defined in the first chapter. Chapter II develops the conceptual framework upon which the methodology of the research was based, and briefly reviews some relevant research literature. In Chapter III the research methodology is discussed in detail: information about the sampling, coding, interview and analytic procedures is presented and the scope of the investigation delineated.

The next two chapters (IV and V) are devoted to presentation of goal data; ATA goals are summarized in Chapter IV and ASTA goals in Chapter V; in both cases the goals are arranged in clusters and subgroups within the clusters. Intensity criteria are applied to the goal data in each case and in Chapter V the objectives of the two organizations are compared to identify bargaining problems and issues.

Chapter VI contains the findings from the 160 collective agreements that were analyzed; comparison between the salary and working conditions in different types of jurisdiction is made and trends are discussed. In Chapter VII there is analysis of legislation related to teachers' salary and work conditions and presentation of data derived from school board policy handbooks.

Chapter VIII presents the conclusions of the investigation and suggests several propositions about the "educational industrial relations system" which appear to be supported by the present investigation, and which might form a fruitful source of hypotheses for further research.

CHAPTER II

A CONCEPTUAL FRAMEWORK

I A GENERAL THEORY OF INDUSTRIAL RELATIONS

In an attempt to integrate a wide variety of observations and experiences in the field of industrial relations, Dunlop has propounded a general theory of industrial relations which purports to be useful in describing, analyzing and predicting the practices and relationships that may be observed in industrial relations at all levels -- local, national and international (Dunlop, 1958).

The central concept is that of an industrial relations system which is described as an identifiable sub-system of the social system, on the same level as an economic system but not coterminous with the latter. The scope of an industrial relations system may vary within a wide range; it may embrace only one small plant or it may extend throughout a whole industry or nation. Whatever its extent an industrial relations system functions according to the Parsonian model.

The structure of an industrial relations system consists of four elements: the actors, the contexts, the ideology, and the body of rules.

The actors are the managers, the workers and the government agencies who interact with each other. A particular system may be dominated by one of these groups of actors but all three are always present.

The term "contexts" is used to describe the constraints under which the actors operate. These are the "given" conditions impinging on the industrial relations system from the wider environment -- they are three in number:

1. The technical context -- consisting of all those conditions related to the characteristics of the work place and the content of the jobs performed. Such factors as type of work place, hours of operation, stability of the work force, size of work groups, operations performed and job orientation are typical of technical constraints.

2. The market context is comprised of all those conditions arising out of the product market and the labour market. These are the "budgetary constraints" such as the competitive position of the system relative to others in the same market, the size of the enterprise which constitutes all or part of the system, the characteristics of the labour market and the ratio of labour costs to total costs.

3. The power context refers to the locus and distribution of power in the larger society of which the I-R system is a part. Each of the three groups of actors and their respective organizations have a certain status in their relations with other actors in the system -- a status which derives from the power assigned by society at large.

Each of the three contexts influences the process of rule making within the system in its own peculiar way. The technical context directly affects the work rules, the market context has its major effect on the scope of the system and as a determinant of the system to which particular groups of actors become attached, while the power context has its main influence on the relations between actors in a given system.

The ideology of a system derives from the "shared understandings" of the actors. It may be very loosely formulated, or even completely implicit, but it helps to integrate the system by defining the roles of the actors. The stability of a system is closely related to the existence of an adequately developed ideology.

The body of rules which governs the work community is the element upon which Dunlop focuses most attention. The rules are not only an element of the structure, they are also the major output of the system. They define the status of the actors and govern their actions in the work place and community. The prime concern of the actors is the making, the adaptation and the application of the rules which subsequently guide the further activities of the work group.

In the author's definition "rules" include all agreements, statutes, orders, decrees, regulations, awards, policies, practices, customs and wage rates which circumscribe the relationships between the actors in the system.

The structural elements of an Industrial Relations System may be described at a point in time as static components but they are essentially dynamic. Every system is in a state of continual change in response to the fluctuating pressures of its environment.

II THE CONCEPT OF AN INDUSTRIAL RELATIONS SYSTEM

According to Dunlop's theory, industrial relations systems might be described as middle order social systems with a high degree of openness. They are theoretical constructs, rather than natural entities, and their boundaries are defined by the selection of system variables (indigenous variables) and parameters (exogenous variables) that appear to be relevant.

An industrial relations system is to be viewed as an analytical sub-system of an industrial society on the same logical plane as an economic system, regarded as another analytical sub-system (Dunlop, 1958, p. 4).

An industrial relations system is logically an abstraction just as an economic system is an abstraction. Neither is concerned with behavior as a whole. . . . Both are abstractions designed to high-

light relationships and to focus attention upon critical variables and to formulate propositions for historical enquiry and statistical testing (Dunlop, 1958, p. 6).

The rejection of the "natural systems" view eliminates many of the difficulties of system identification, minimizes the problem of reification and permits one to proceed to the discussion of the actual variables. Wherever there is doubt as to the status of a particular variable it may be resolved by clearly defining the variable in operational terms as either a "system variable" or a "parameter."³ This procedure avoids the conceptual road-blocks caused by the search for "natural" boundaries and permits the development of researchable propositions. The choice of "system variables" and "parameters" cannot be whimsical, it must of course be based upon some logic; but for the initial purpose of theory development it is sufficient to work on the basis of relationships that appear to exist between events (Easton, 1965, pp. 31-33).

There is, however, a fundamental structural criticism of Dunlop's model (Craig, 1967, p. 1). In Dunlop's analysis the contexts, the actors, the ideology and the rules are regarded as structural elements, (Dunlop, 1958, p. 7) but it is more properly the behavioural events, the interaction between the actors, which constitute the system; apart from such interaction there is no system -- the mere existence of the elements does not make a system. Also, it is difficult to conceive of ideology and rules, and contextual variables, such as power and status, as structural elements--

³ Note on terminology: A modification of Andrew's distinction between variables and parameters is employed here. The term "variable" is used to mean any system or societal property in a general sense. "System variable" is used to mean a variable which is defined as being internal to a system while "parameter" refers to any variable defined as belonging to the wider environment and impinging on the system in some way (Andrew, 1965).

they are important only in their functional aspect as the determinants of the behaviour of actors.

A second criticism of Dunlop might be that the inclusion of "contexts" as an element of the system tends to confuse the two types of variable. Contextual variables are by nature, parameters, affecting the events within the system by boundary contact and penetration, but they are not subject to regulation by the system and, therefore, cannot be satisfactorily regarded as system elements. They are, of course, vitally important in defining the boundaries and scope of the system.

Neither of the two points of criticism raised above detracts from the description of variables attempted by Dunlop but they do present barriers to satisfactory operationalization. A suggested refinement is to postulate a system that is demarcated by the overlapping of Dunlop's three contexts. In this scheme all technological, market and power constraints would be regarded as parameters rather than as system variables. The latter would be specifically defined as behavioural events-- the actions of management, government and labour, including their joint actions and shared understandings. Figure 1 on page 18 shows graphically how the contexts are believed to define the system boundaries. In this figure the outer circle represents the total society within which lower order social systems are operative. The three overlapping smaller circles represent Dunlop's contexts while the inner area, heavily outlined, represents the societal space actually occupied by the industrial relations system.

This approach is thought to be entirely consistent with Dunlop in that the scope of the industrial relations system can be seen to vary with the extent of the contexts and the degree to which they overlap.

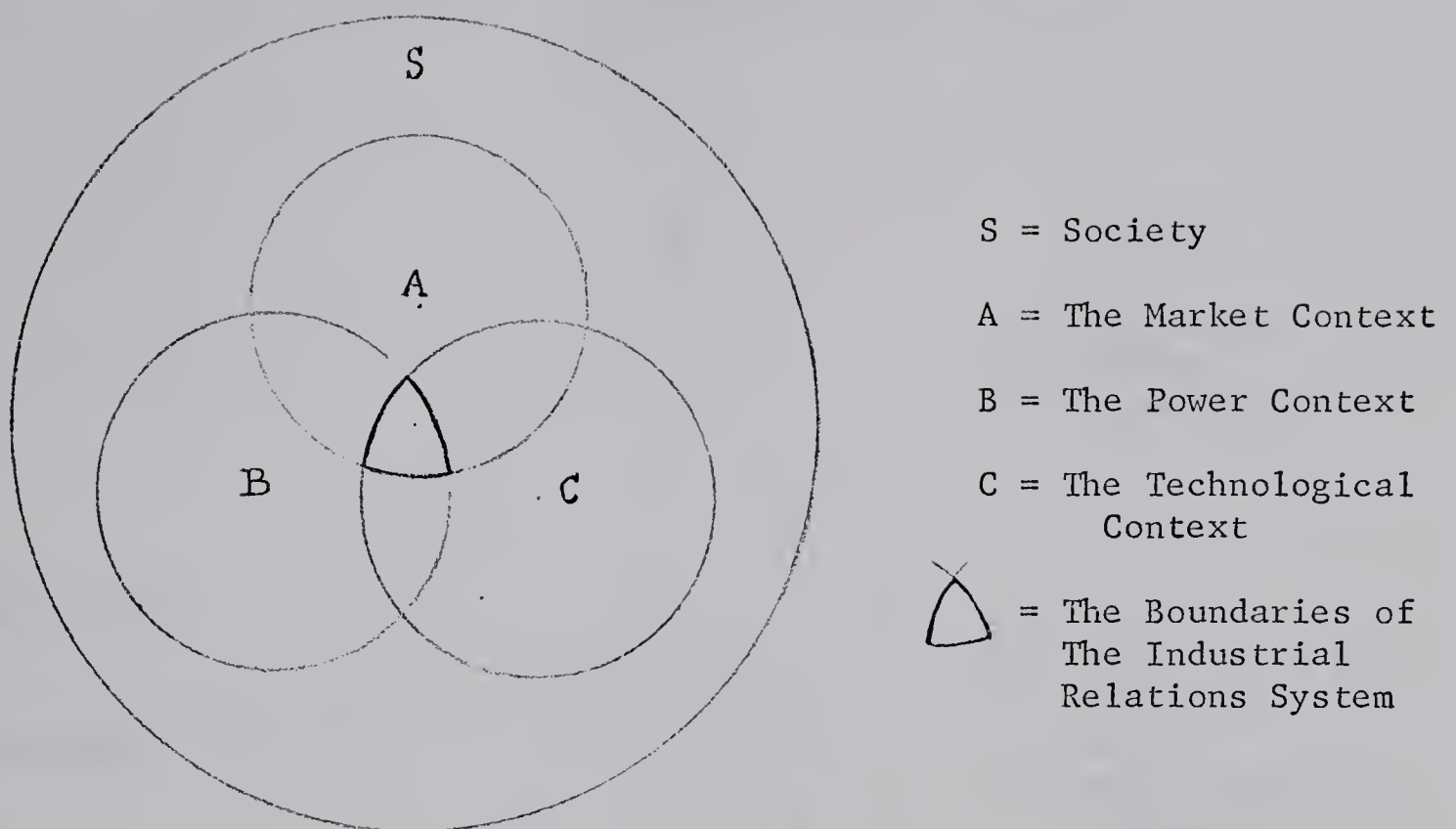


FIGURE 1
THE BOUNDARIES OF THE INDUSTRIAL RELATIONS SYSTEM

As each of the context circles expands and approaches the size of the societal circle the amount of overlap increases and the scope of the industrial relations system becomes correspondingly larger. In the national industrial relations systems described by Dunlop the contexts are extensive, with a larger degree of overlap while in tiny single plant systems the contextual overlap is quite small (Dunlop, 1958, pp. 7-13).

A second diagram (Figure 2 on page 19) shows how the internal structure of the system might be depicted. Here it can be seen that within the contextually defined system (shown again in heavy outline) the actors perform in a variety of ways. Seven possible behavioural patterns are suggested by the diagram -- each of the actors may act unilaterally, or in co-operation with one or both the other actors.

Again, adjustment of the overlapping circles can be used to show the types of situation that might obtain in particular systems.

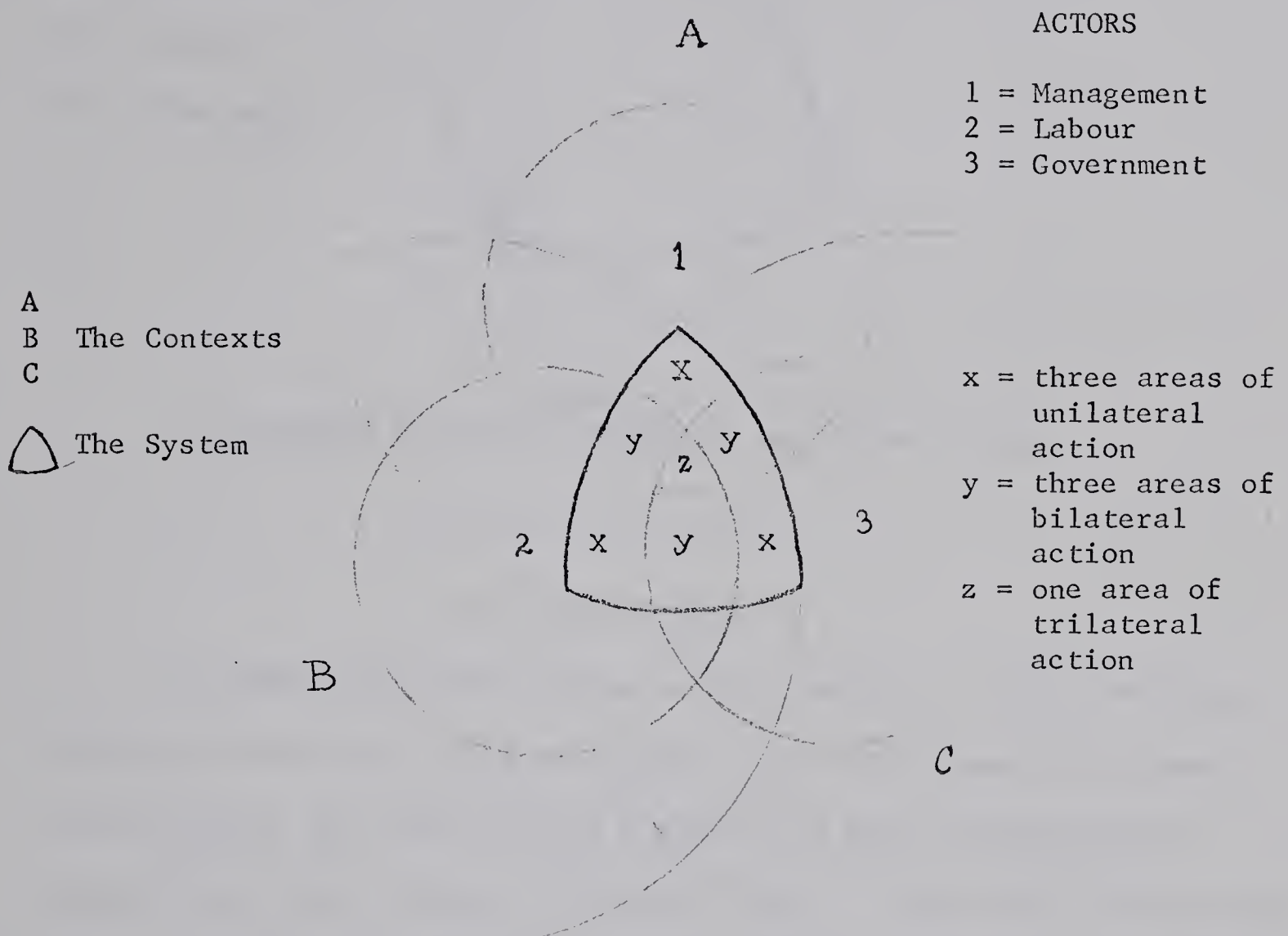


FIGURE 2
INTERNAL STRUCTURE OF THE INDUSTRIAL RELATIONS SYSTEM

In Figure 3, for example, the circles representing the actors have been adjusted to illustrate how an industrial relations system might appear under an idealized form of laissez-faire capitalism. In this conceptualization virtually the whole of the system space is occupied by management. The other two actors are still present but their influence in the system is minimal and the degree of co-operative action virtually non-existent.

- = The System
1 = Management
2 = Labour
3 = Government

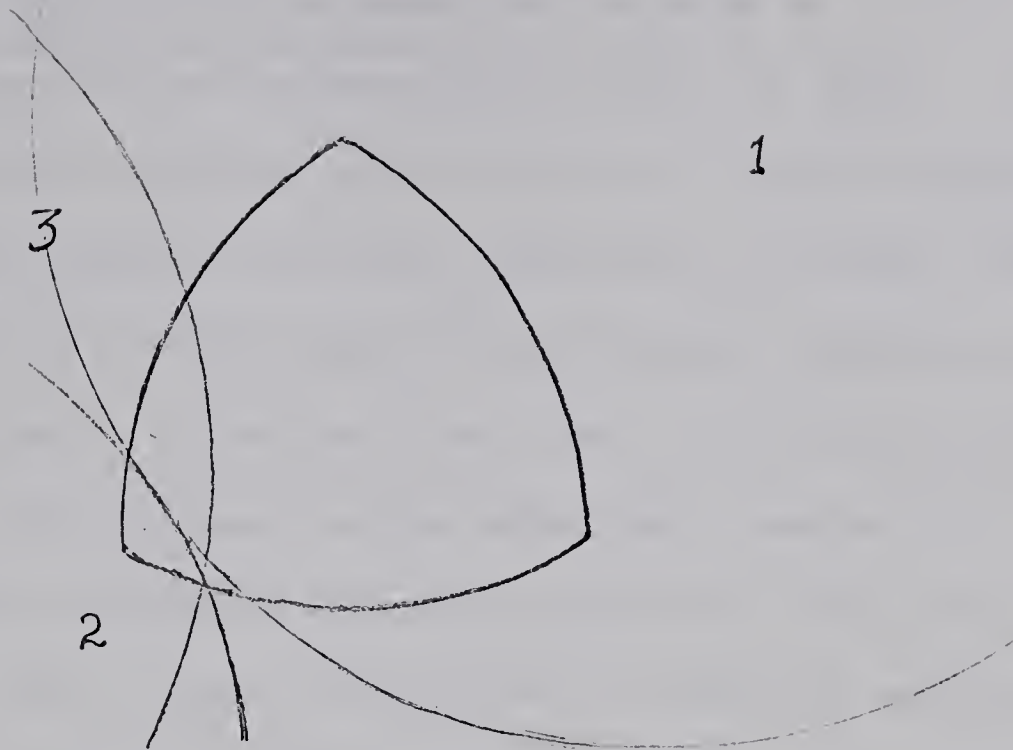


FIGURE 3
A MANAGEMENT DOMINATED INDUSTRIAL RELATIONS SYSTEM

III SYSTEM OUTPUTS

The behaviour of the system actors results in outputs which in Dunlop's framework are said to be the "rules" which govern the interaction between the actors within a system and which distinguish one system from another (Dunlop, 1958, pp. 13-15). These rules are the substantive conscious results of the system activity not merely the outcomes of the interaction. The distinction between outputs and outcomes is not made explicit by Dunlop but it is most important. Easton makes the point well in his discussion of the outputs of political systems:

. . . just as we cannot characterize all activities in which members of a political system engage as outputs of that system, so we cannot designate all the consequences that flow from what we shall settle upon as the outputs of the system as constituent parts of these outputs. We must distinguish the outputs from their consequences or what we may call, their outcomes (Easton, 1967, p.351).

The actual decisions and implementing actions are the outputs: the consequences traceable to them, however long the discernible chain of causation, are the outcomes (Easton, 1967, p. 352).

Translated into the terms of the industrial relations system, the outputs of the system are the rules, agreements, statutes, orders, decrees, policies and practices which result from the interaction within the system. They may be in written form or not, but they are explicit and identifiable. The outcomes, on the other hand, consist of the whole gamut of effects on individuals and groups both within the system and in the environment. Many of these outcomes will be important elements of the feed-back loop and will affect subsequent outputs, but they are not outputs themselves. In the terminology of Katz and Kahn (1967, p.28) the outputs are the characteristic energetic products of the system, which are transported to the environment, and reactivate the system as inputs via the feed-back mechanism.

IV A SYSTEMS ANALYSIS MODEL

To the extent that a theory has as its basis a "logically articulated conceptual scheme" (Parsons, 1964, p. 536) the above conceptualization⁴ of an industrial relations system may be regarded as the foundation of a theory, but if the cardinal criteria of verifiability, predictive and explanatory power are applied the conceptual scheme outlined does not measure up too well in its present form.

⁴ Note: The conceptualization has some affinity with that of Loomis and Loomis who distinguish between "elements" and "processes" which are the working components, the parts and the articulating functions on the one hand and "conditions" on the other. The latter, though used by system members, are only partially controlled by them and are analogous to the parameters and contexts referred to in this report (Loomis, 1963, p. 6).

The logical plausibility of the system concept is not sufficient to accord it the status of a theory. Any theory arising out of the conceptual scheme will contain propositions concerning the nature and relationships of the relevant variables, which are explanatory, predictive and testable. By this it is meant that the propositions will enable one to explain the present state of system variables in terms of other variables, to predict the future state of variables from the present (both within acceptable probability ranges) and they -- the propositions -- will be testable in the sense that it is conceivable that a test could be devised that would validate or invalidate the proposition.

To illustrate the last point one might consider the proposition that the industrial relations system is to be found in the area of overlap of the three contexts posed by Dunlop. Such a proposition is untestable in an empirical sense. It is conceptually convenient and heuristically fruitful to think of contexts as having the form of circles of transparent plastic that can overlay each other, but such a configuration exists only in the mind and cannot be validated by any conceivable testing procedure.

It is precisely the need for operationality in theory building that has led to the development of operations research as a quantitative departure from the non-quantitative systems approach. The key difference between the two is the linearity of the models developed in operations research. Inevitably, linear models have to become quite complex if they are to embrace all the kinds of propositions that derive from a system concept and just as inevitably the linear models tend to oversimplify, losing some of the subtlety and refinement that is possible in highly conceptual models.

In the industrial relations sphere the model of Alton Craig is an example of a linear model developed from a system concept. The model is freely adapted from the political systems analysis model of Easton and is based upon Dunlop's conceptual framework. This model depicts the industrial relations system as the processor of goals, values and power received from the environment as inputs. As shown in Figure 4, below, the emphasis of the model is on the conversion process, that takes place within the system, as a result of the actions of the system's actors upon the inputs. The model clarifies and emphasizes the conceptual distinction between system variables and parameters and to some extent operationalizes the input, process and output terms (Craig, 1967, pp. 3-14).

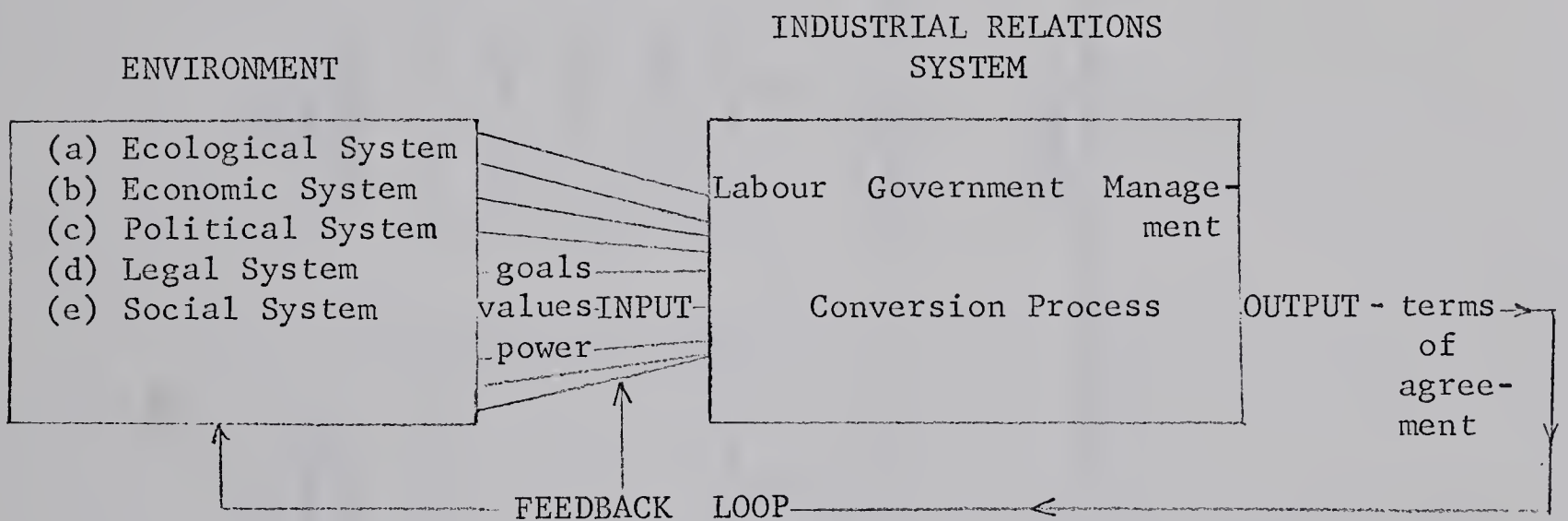


FIGURE 4
AN INDUSTRIAL RELATIONS SYSTEMS ANALYSIS MODEL

An examination of the Craig model reveals that in reality he is proposing a five stage analysis. This fact is disguised by the way in which the model is drawn. Two of the stages deal with conversion processes or functions (Almond and Powell, 1966; p.14) and the remaining three with sets of variables. A modified drawing of the model is presented in Figure 5, page 24 with terms appropriate to the educational setting substituted for the general terms used by Craig.

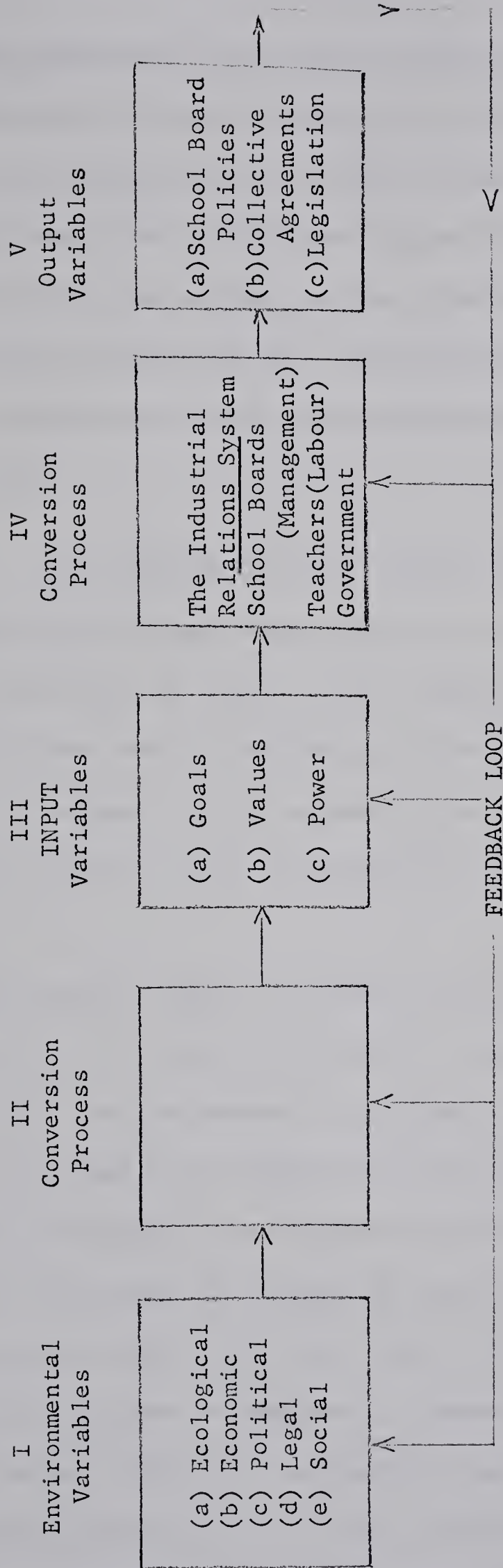


FIGURE 5
A MODEL FOR THE ANALYSIS OF INDUSTRIAL RELATIONS IN EDUCATION

The implication of the model is that measurement of the environmental variables (I) and knowledge of the process by which these variables are converted (II) into the variables of goals, values and power would enable the explanation and prediction of these input variables (III). Similarly, measurement of the input variables and knowledge of the conversion process (IV) that takes place within the industrial relations system would enable explanation and prediction of the output variables (V).

THE CONCEPTS OF GOALS, VALUES AND POWER

The model discussed above uses the terms "goals," "values," and "power" to describe the inputs of the industrial relations system. Two of these inputs have been operationally defined in Chapter I but it is necessary to include a brief account of the conceptual background of the definitions accepted and an explanation of the treatment of the third (values).

Stated goals cannot be accepted uncritically as the real goals of an organization, but they can be used as a clue to actual goals (Etzioni, 1961, p. 72). The elusiveness of real goals is such that any operational definition is bound to be inadequate to some degree. The definition of goals which was adopted, was derived from the conceptualization of Davis who, while recognizing the dangers of regarding all behaviour as though it were directed towards some end, takes the point of view that it is useful for the purposes of analysis to assume that it is (Loomis, 1963, p, 17). The goal definition in Chapter I includes the notion of short term or instrumental goals, as well as the non-instrumental, long term evaluative ends discussed by Davis (Loomis, 1963).

The "instrumental" goals may be viewed as means to the attainment of the "evaluative" ends or values which are wider in scope and more ultimate.

Perrow makes a similar distinction between "official goals" and "operative goals." The former are purposely vague and refer to the general aims of the organization, while the latter are explicit and provide the means to the attainment of official goals (Perrow, 1961).

Values were not operationally defined in Chapter I but were included in the goal definition as the "attitudes" and "aspirations" of the bargaining parties. This approach recognizes the importance of values as preferred states toward which the parties were working, but obviates the problem of making distinctions between "goal" and "value" statements in the research procedures.

The definition of power accepted for the study was derived from Chamberlain's concept of bargaining power (Chamberlain, 1955, p. 81). This concept is based on the offering of inducements and the application of sanctions as the determinants of bargaining power: the power of the bargaining parties fluctuates according to their ability to influence the perceptions of their opponents about the relative costs of agreement and disagreement (Angus, 1968, p. 18). Such a concept embraces the two types of power commonly referred to as:

reward power, based on P's perception that O has the ability to mediate rewards for him; and
coercive power, based on P's perception that O has the ability to mediate punishments for him
(French and Raven, 1967, p. 504).

The concept of power inferred by Dunlop is broader than the Chamberlain definition: it involves the idea of status conferred by society at large and by the other actors in the industrial relations system (Dunlop, 1958) but it includes the more restricted concept adopted here which is consistent with the definition suggested by Craig in his attempt to operationalize Dunlop's theory:

The power of any one of the actors, . . . may be defined as the ability of that actor to obtain its objectives despite the resistance of others. The power of any one of the three actors will vary according to conditions in the environment as well as conditions within the industrial relations system itself (Craig, 1967), p. 5).

RELATED RESEARCH

The Educational Industrial Relations System in Alberta

Several studies have examined aspects of the system of relationships between teachers, trustees and government in Alberta and have produced findings and conclusions that are relevant to the present research (Angus, 1968; Brown, 1963; Ingram, 1965; Bailey, 1956; Kratzmann, 1963; Odynak, 1963; Roberts, 1966). These writers refer to changes in the power structure in education during the first fifty years of the century and in particular to the increased influence of the ATA after the ascension to power of the Social Credit Party in the mid 1940's (Roberts, 1966, p. 70). Angus refers to the Department of Education and the ASTA as forming the "traditional power structure for education in the Province" (1966, p. 67), until the passage of The Teaching Profession Act in 1935 opened the way for more effective involvement of the ATA. Roberts summarizes the situation in the following way:

During the period from 1907 to 1935 it [the ASTA] was able to exert sufficient influence on the Minister of Education and the members of the Legislative Assembly to counteract fairly effectively the efforts of the Teachers' Alliance to attain compulsory membership, security of tenure, abolition of the individual form of contract, the right to bargain collectively. . . . Similarly, it was able to thwart the Provincial Government's attempts to initiate major alterations in the local units of administration. Following the election of a Social Credit Government in 1935 the trustees had reason to question the effectiveness of their collective voice. . . . While this period might have been heralded as the start of the 'golden years' for the Alberta Teachers' Association, it might equally have been called the 'aphonic years' for the Alberta School Trustees' Association (Roberts, 1966, p. 289).

Roberts goes on to suggest that in spite of some advances, particularly after 1939, the ASTA remained relatively ineffective: "its role remained largely responsive in nature" (Roberts, 1966, p. 290). It was Roberts' supposition, however, that during the 1960's the ASTA would show itself to be more adept in working with the Provincial authorities and presumably, therefore, more influential in the provincial industrial relations system.

Researchers who have studied goals and goal succession processes within the ATA confirm the general conclusions of Angus and Roberts. Kratzmann reports a high degree of success on the part of the ATA in achieving such objectives as: (a) a closed shop; (b) compulsory dues check-off; (c) collective bargaining for salary and working conditions; (d) bargaining agent status for the ATA in all local negotiations; (e) right to strike; (f) control over local collective bargaining; (g) inclusion of principals and vice-principals in bargaining units; (h) direct negotiation with individual boards (Kratzmann, 1963). In a later article, however, he agrees with Roberts that during the 1960's the growing strength of the ASTA, together with a changing public opinion, would probably reduce the ability of the ATA to achieve its goals:

The Alberta School Trustees' Association is growing in stature and influence and is alerting more and more school board members to defensible negotiating goals, norms and strategies (Kratzmann, 1965, p. 77).

On the basis of an analysis of legislation and other governmental decisions during the period from the inception of the ATA to 1941, Odynak concluded that the original aims of the Association had been achieved by that date, with the partial exception of security of

tenure (1963, pp. 50 ff); but even that goal had been substantially achieved in the face of strong opposition from the ASTA (Brown, 1963, pp. 183 ff). Odynak postulates a process of goal succession by which the original goals were replaced by new goals such as:

- (a) an extension of the security of tenure; (b) a greater share of the resources of the economy;
- (c) a "higher standards" approach to admission in the Association; and (d) professional extension of the responsibilities of teachers. (Odynak, 1963, pp. 51-52)

The pursuit of these new goals, together with the expanding task of maintaining and sustaining the organization itself, contributed to the continuing existence and vitality of the Association.

The impression gained from the research findings quoted above is that there was a distinct change in the structure of the industrial relations system of Albertan education between 1907 and 1941. Up to 1935 the system described is dominated by management and government with the third actor (labour) having very little influence. The decisions made were either unilateral government decisions, unilateral school board decisions or joint board/government decisions. After 1935 the emphasis changed until by 1941 the system could be described as labour and government dominated with the main decisions being unilateral government decisions strongly influenced by labour. Two of the writers quoted, however, predicted that the 1960's would see the development of a more balanced system with management influence increasing to match the strong labour component in the system (Kratzmann, 1965; Roberts, 1966).

Goals of the ATA and ASTA

As part of his research Ingram identified the major goals of the ATA and attempted to list them in order of priority according to

frequency of mention, the emphasis given to them in the written statements found in publications of the Association, the emphasis given to them by staff officers and by the amount of time and money devoted to them (Ingram, 1965, p. 66). He drew up the following list of goals related to teachers' salary and working conditions:

Economic Welfare

Major Goals:

1. A competitive economic position for teachers
2. Good working conditions and security for teachers.

Major Means:

1. The full process of collective bargaining at the system level
2. The single salary schedule
3. Schedules based upon preparational scale
4. A maximum professional load
5. Adequate pensions
6. Teachers' working conditions protected in legislation and in collective agreements (Ingram, 1965, p. 233).

In addition to these economic welfare goals, some goals related to working conditions were placed high in priority on the lists of goals for other aspects of the Association's work:

Professional Development

Major Goal:

1. The improvement of educational service by upgrading the quality of the teaching force and the instructional program.

Major Means:

1. Increased professional freedom for teachers
2. More responsibility for teachers to improve their own competence (Ingram, 1965, p. 232).

(The other six aims under this heading do not refer directly to working conditions.)

Teacher Education

Major Goal:

1. The development and upgrading of the teaching force through recruitment, selection and preparation.

Major Means:

1. More control by the Association over selection, preparation and certification of teachers.

2. A minimum of four years of teacher education prior to certification
3. General certification before special certification
4. An internship program before certification.

Internal Relations

Major Goals:

1. The maintenance of professional discipline
2. The protection of teachers against unjust treatment.

Major Means:

5. The protection of teachers' professional freedoms and rights through legislation (Ingram, 1965, pp. 232-235).

Of a total of twenty eight "major means" (instrumental goals) identified by Ingram, thirteen (43 percent) can be seen to have direct bearing upon salary or working conditions and several of these have high priority in the Professional Development and Teacher Education spheres of the Association's operations, suggesting that in the ATA, interest in teachers' salary and working conditions is pervasive and by no means restricted to the Teacher Welfare department.

A further interesting finding from Ingram's research is the low correlation found between participation in ATA affairs and commitment to the Association (1965, p. 141). This result led him to the conclusion that participation and commitment are two different aspects of involvement, and to the speculation that members may be more committed to the Association's goals than is generally supposed, and more than can be inferred from the amount of member participation in its affairs (Ingram, 1965, p. 190). If Ingram's speculation is correct the official or public goals of the organization may have considerable membership support, notwithstanding Odynak's conclusion that "An active minority is in control at every level of government in the Association" (1963, p. 229).

In his discussion of the goals of the ASTA Roberts give prime importance to the policy statements developed for the first edition of the Policy Handbook in 1964 and the subsequent modification of that policy by resolutions of Annual General Meetings (Roberts, 1966, pp. 196 ff). His analysis of the 1965 Policy Handbook revealed that forty-five percent of all goal statements were concerned with:

. . . professional and non-professional personnel, the bargaining process, salary, tenure of teachers and supervisory personnel, working conditions, fringe benefits, teacher recruitment, the education and certification of teachers, school buildings, equipment, pupil transportation, and other allied matters. . . (Roberts, 1966, p.202).

This figure of forty-five percent is similar to the forty-three percent of "priority" goals of the ATA found by Ingram to be devoted to similar concerns (p. 32 above), and indicates a substantial emphasis of the ASTA on various aspects of teachers' salary and working conditions.

Another finding of Roberts which reflects upon the goals of the organization is the substantiation of the hypothesis: "That the Alberta School Trustees' Association expends a good deal of its available resources in countering pressures exerted by the teachers of the province" (Roberts, 1966, p. 294). Early in the century this meant mainly the expenditure of time and energy, but by the late 1950's the organization "committed substantial capital resources in its struggle to counteract the pressures brought about by the efforts of the Alberta Teachers' Association, especially in the field of collective bargaining" (Roberts, 1966, p. 295).

It would seem then, that the basic relationship between the two organizations is one of conflict, with each devoting energy and resources to obstruct and prevent the achievement of the other's goals.

Analysis of Collective Agreements

A number of studies in the United States have sought information about collective bargaining in educational settings, by analysis of resulting agreements (Perry and Wildman, 1966; Moskow, 1965; Stephens, 1964; Birdsell, 1965; Andrews, 1968). Most of these studies used small samples and were mainly concerned with the counting and categorization of provisions rather than the conditions contained in the provisions. Moskow, for example, examined agreements from seventeen school districts (1965), Stephens (1964) analyzed only seven, Birdsell (1965) included fifty three districts in his study, while Andrews (1968) selected forty. The notable exception to the use of small representative, or random, samples was the Perry and Wildman study (1966) which analyzed 750 agreements as part of an even more comprehensive survey of negotiation procedures in 4308 school districts each enrolling 1200 students or more. As might be expected when highly divergent sampling procedures are used, the findings of these studies are sometimes apparently conflicting and the generalizations made must be treated with caution: Stephens (1964) and Birdsell (1965), for example, concluded that salary items were the most frequently negotiated with Birdsell declaring them to be "always" included; while the Perry and Wildman study, on the other hand, found only seventeen out of 750 agreements that included detailed provisions on salaries, hours and other work conditions (1966) and Moskow (1965) found only nine out of seventeen agreements to contain salary scales.

There is, however, substantial agreement among the studies quoted above in their identification of fields of analysis. Generally included are the following:

Negotiation Procedures (Moskow, 1965; Perry and Wildman, 1966).

Recognition of Teachers' Association (Moskow, 1965; Perry and Wildman, 1966).

Salary (Moskow, 1965; Perry and Wildman, 1966).

Sick Leave and Leave of Absence (Moskow, 1965).

Powers and Authority of School Boards (Moskow, 1965).

Teaching Load and Duties (Moskow, 1965).

Teacher Assignment and Transfer (Moskow, 1965).

Andrews, whose work is most similar to the research discussed in this report, identified thirty-two fields of analysis grouped in two major clusters:

General Considerations: Type of Recognition, Negotiating Unit; Role of Superintendent, Duration of Agreement, Re-opening of Agreement, Organizational Security, Restrictions on Organization, Negotiating Procedures, Grievance Procedures, Impasse Procedures, School Building Authority.

Negotiable Factors: Salary, Health Insurance, Sick Leave Study Leave, Legal Aid to Teachers, Promotion Transfer, Assignment, Curriculum, Material of Instruction, Teaching Load, Class Size, Non-Teaching Duties, Duty Free Lunch, Length of School Day, Length of School Year, Faculty Meetings, Teacher Organizational Meetings, Facilities for Teachers, Pay for Teacher Negotiators (Andrews, 1968).

He found that the most frequently negotiated fields were Salary, Health Insurance, Length of School Day, Length of School Year, Class Size and Duty Free Lunch Period (Andrews, 1968).

Comparisons between United States conditions, as described in the above investigations, and those in Alberta suggest differences rather than similarities. Perhaps the most obvious of these is the larger role of government in the Alberta system: of the thirty two fields suggested by Andrews several were completely covered by legislation during the

1960's while others were substantially or partially within the legislative prerogative in Alberta. Perry and Wildman (1966) drew the conclusion that in the United States there were two discernible trends: one, towards the establishment of formal bargaining relationships through legislation and a second, towards the development of detailed negotiation with the results expressed in lengthy, technical documents. Both developments can be seen to have reached an advanced stage in the Alberta system.

A second area of contrast is in the different status of the ATA compared with the two major United States teachers' organizations--the National Education Association and the American Federation of Teachers. Although research indicates that the differences between these two organizations, so far as collective bargaining is concerned, are minimal (both NEA and AFT affiliates try to include as many items as possible in agreements--Moskow, 1965; and differences between the two were found by Stephens, 1964, to be largely semantic) the existence of rival organizations tends to weaken the influence and power of both. Dent, for example, found that where a single teachers' organization attempted to influence school board decisions in Oregon, there was greater impact than where there was a split between two or more teachers' groups (Andrews, 1968). The ATA by contrast has statutory monopoly of membership and also bargaining rights that are protected by law. These important differences suggest that in Alberta the scope of the educational industrial relations system is best thought of as provincial rather than local, and support the approach taken in the present investigation.

Research based upon analysis of collective agreements in Canada

has been carried on mainly outside the educational setting (Government of Canada, 1969) but such work has led to the conclusion that:

. . .the collective agreement is both a document subjected to the various factors at play in the environment where it applies, and a document which, in turn, generates and shapes attitudes, ways of life, new approaches, et cetera (Quinet, 1969, p. 8).

The research reported in this document is based upon an application of the above conclusion in the educational sphere.

SCOPE AND EMPHASIS OF INVESTIGATION

The present investigation did not attempt to deal with all five stages of the linear model developed in this chapter. The purpose was rather to examine the relationships between stage III (input variables), and stage V (output variables), to derive inferences about stage IV (conversion process), and to develop propositions which might assist in the further analysis of the conceptual model. The seven behavioural patterns within the industrial relations system discussed above, and represented diagrammatically in Figure 2, page 19, are components of the conversion process through which goals, values and power are converted into rules. The research reported in the following chapters was designed to investigate the relationship between these components rather than the inner workings of each. The emphasis of the analysis was, thus, structural rather than functional.

CHAPTER III

RESEARCH METHODOLOGY

An "investigation" has been described as the least adequate form of enquiry: it does not meet criteria of either internal or external validity (Guba, 1963, p. 242) but its findings may nevertheless be most useful:

. . .if we treat the data as illustrative of the kinds of things that might be observed, or if we think of an investigation as a pilot study which yields some insights into the kinds of problems that might be encountered and which could be studied in detail in a more elaborate design in a different situation (Guba, 1963, p. 243).

The present research was of such a type. It is recognized that the design did not allow for the control or even the randomization of many variables which might be influential, while the sampling procedure used emphasizes a need for caution in generalizing from the data.

I DATA COLLECTION

Sources of Data

Input data--goals. Data relevant to the goals of the ATA in the area of teachers' salary and working conditions were collected from the following sources: ATA Policy Handbooks; Minutes of the Annual Representatives Assemblies of the Association (previously called Minutes of the Annual General Meetings); selected issues of The Economic Bulletin (a publication of the ATA Teacher Welfare Department); and Briefs or Submissions of the ATA to the Executive Council of the Provincial Government, to the Minister of Education and to Members of the Legislative Assembly.

These four sources were regarded as primary references because they purport to express the official point of view of the Association on the matters with which they deal. The resolutions passed in Annual meetings become the policy of the organization while The Economic Bulletin presents operational guidelines derived from official policy Briefs to cabinet, Education Department and members of parliament are represented as the collective opinion of the Association.

In addition to the four primary sources, one secondary source of information was used: selected articles from The ATA Magazine. Data derived from this source were regarded as secondary because they are presented as the views of individuals commenting upon the policies of the organization. Such views may be influential in determining or modifying Association policy but they do not have that status themselves.

In the case of the ASTA primary goal data were extracted from: the minutes of the ASTA Executive Council; Policy Handbooks; Briefs and Submissions to the Executive Council of the Provincial Government and the Education Department, and Economic and Salary Bulletins issued by the ASTA to assist school boards in collective bargaining. The minutes of Annual General Meetings were not consulted because they were not readily accessible.

As in the case of the ATA secondary goal data were sought in The Alberta School Trustee, the magazine of the ASTA.

Table I (page 39) summarizes the sources of goal data and indicates the selection of materials from each source. All primary data were collected from the files of the respective organizations.

A complete list of documentary data sources is contained in the List of References (pages 251 - 259).

TABLE I

SUMMARY OF GOAL DATA SOURCES

SOURCE NO. ^a	ORGANIZATION	DOCUMENTARY SOURCE	SELECTED SAMPLE	
PRIMARY SOURCES	0	ATA	<u>Policy Handbooks</u>	All issues 1960-1969 (10 issues)
	1	ATA	<u>Minutes of Annual Representatives Assembly (Annual General Meeting)</u>	All minutes 1960-1969 inclusive (10 sets of minutes)
	2	ATA	<u>Economic Bulletin</u>	Each issue containing Collective Bargaining Guildelines (1960-1969 inclusive (10 issues)
	3	ATA	Briefs to Provincial Executive Council, Education Department and Members of Parliament	All available submissions for the years 1960-1969 (19 Submissions)
	4	ASTA	<u>Minutes of Executive Council of the ASTA.</u>	All minutes 1960-1969 inclusive (Minutes of 66 meetings)
	5	ASTA	<u>Policy Handbooks</u>	All issues 1964-1969 inclusive (5 issues)
	6	ASTA	<u>Economic and Salary Bulletins</u>	All issues 1966-1969 inclusive (74 issues)
7	ASTA	Briefs to Provincial Executive Council and Education Department	All available Submissions 1960-1969 inclusive (10 Submissions)	
SECONDARY SOURCES	8	ATA	<u>The ATA Magazine</u>	All issues 1960-1969 inclusive (86 issues)
	9	ASTA	<u>The Alberta School Trustee</u>	All issues 1960-1969 inclusive (71 issues)

^aIn subsequent tables Source Numbers indicated on this table are used for ease of reference.

Data relevant to goal intensity and to related problem number 3 were collected by interviewing twenty-two persons who were in influential positions in their organizations, and who were directly engaged in collective bargaining during the period under study. The eleven subjects from each organization were selected on the basis of their involvement in collective bargaining rather than the extent to which their opinions were thought to represent those of the respective associations. The data collected during the interviews are accordingly subject to the limitations of any bias that might have been introduced by this sampling procedure.

People interviewed were asked first of all to give their own impressions of the goals on which each of the organizations had placed most emphasis during the period of the study. They were then given a list of goals extracted from other sources and asked to rank each of them as "very important," "moderately important," or "relatively unimportant." The interviewer recorded all responses on prepared sheets, and in addition the interviews were tape-recorded to enable the accuracy of the interviewer's reporting to be checked.

A complete list of the persons interviewed and their official positions in their respective organizations, appears in Appendix A. Also contained in Appendix A is a copy of the interview schedule used and a further note on interview procedures.

The criteria used to measure goal intensity were as follows: (a) frequency of mention in all sources; (b) nature of sources (primary source references were considered to be more indicative of high intensity than secondary sources); (c) semantic content of actual goal statements; (d) responses of people interviewed.

Output data--rules. According to the research model employed, the outputs of an industrial relations system are the rules which govern

the relationships of the actors in the system. Such rules were represented in the present research by a sample of sixteen collective agreements for each of the ten years under investigation (a total of 160 agreements); the relevant Provincial legislation and regulations of the Department of Education throughout the period; and a sample of school board policy handbooks from some of the same jurisdictions used in the analysis of collective agreements.

Sampling Procedures

In terms of the research model the data that are relevant consist of all goals held by the actors in the industrial relations system, the power derived by these actors from society and all rules which govern the interaction between the actors. The documents selected as data sources were chosen on the basis of the likelihood of their representing this universe.

Initial investigation of the documents available in the files of the ATA and the ASTA indicated the most fruitful sources of goal statements and these were the ones chosen for analysis. The amount of repetition in the documents, and the failure to find any other substantial sources of goal statements indicated that the selection was adequate and provided an almost complete list of the stated goals of each organization, relative to teachers' salary and working conditions.

The articles chosen from the secondary sources were: all editorials, all articles by Executive Secretaries (Executive Directors) and all articles by Association Presidents. The views expressed were, therefore, those of the chief salaried officials, the chief elected officials and those most influential in the dissemination of information to organization members and the public at large.

The school jurisdictions from which collective agreements were analyzed were selected on the basis of size, type of jurisdiction, geographical locality and availability of a complete set of collective agreements for the period under investigation. Each of the sixteen jurisdictions employed 140 or more teachers in 1969, seven of them were urban districts (five--public, two--separate) and nine were rural jurisdictions (four--divisions, five--counties). Selection was made from widely distributed geographical areas in the Province.

This process of selection yielded a sample of about ten percent of the bargaining units in the Province, drawn from all geographical areas and the four main types of jurisdiction. The sample includes the four largest bargaining units in the Province and eleven of the remaining twelve are larger than the Provincial average. A list of the school jurisdictions in the sample is presented in Appendix B.

Two further types of output (rule) data were sampled to give information relevant to sub-problems number three and number four: legislation and school board policies.

Clauses related to teachers' working conditions were examined in the following Provincial legislation: The Alberta School Act, The Alberta Labour Act, The Teaching Profession Act and The Teachers' Retirement Fund Act. Subordinate legislation was sampled by examination of the regulations of the Alberta Department of Education.

School board policy handbooks were available for five of the sample jurisdictions, and these were used to get indications of the types of rules established by school board action.

The sampling procedure as described above was highly selective; consistent with the objective of securing a sample of data that could

be regarded as representative of the universe described in the research model.

II DATA ANALYSIS

Classification Scheme

The first step in handling and analyzing the data was the preparation of a suitable classification system to allow the ordering and subsequent comparison of data. A preliminary investigation involving two of the primary sources of goal data and a sample of collective agreements from two school jurisdictions for the years 1961, 1964 and 1969 was conducted with the intention of identifying appropriate categories of analysis which could then be used as the basis for the development of the analytical scheme to be used in the study. Seventy-eight fields of analysis were tentatively suggested by the types of statement found in the sources. During the preliminary investigation some of these fields were divided and additional fields became necessary, to allow for the categorization of all the themes which occurred; the resulting number of fields was 105.

Related fields were grouped together in clusters and the resulting classification scheme contained 105 fields in thirteen clusters. As classification of the actual data proceeded some overlap between the fields was discovered, and modification in wording as well as redefining of some fields improved classificatory power.

The scheme in the form finally employed throughout the research retained thirteen clusters comprising a total of 96 fields. It is reproduced in detail in Appendix C.

Treatment of Goal Data

Thematic analysis. According to the definition of a "theme" adopted for the study and reproduced above (page 10) all statements of

goals which appeared as sentences and sentence compounds in the primary sources were extracted. These themes were placed on cards and classified according to field cluster. It proved impossible to classify the themes strictly according to field, since most of them were stated in more general terms that made them applicable to more than one field. In fact, some of the themes were such that they had to be included in more than one cluster.

Item analysis. An "item" is a larger unit of symbolic material than a "theme" and was considered a sufficiently precise unit of analysis for the secondary sources. Each editorial and article by the presidents and executive secretaries of the ATA and the ASTA appearing in the secondary sources was examined; if its major emphasis was related to teachers' salary and/or working conditions it was counted as an item of data. A few sentences summarizing the main point, or points, of the item were then prepared, placed on cards and classified according to field cluster (and field wherever possible).

Tabulation of data. All themes and items identified and classified were arranged in tables according to cluster (Table 3 et cetera, Chapter IV) and for each goal the sources in which it was mentioned were indicated by year.

Treatment of Output Data

Legislation and school board policies. Thematic data were extracted from these sources by a similar method to that used for the goal data sources. The themes extracted were also classified and tabulated in a manner analagous to that employed for the goal data.

Collective agreements. The volume of data from this source, their

centrality to the main research question and the possibility of classifying agreement themes more accurately according to their specific field necessitated the development of a computerized method of handling these data. A coding scheme freely based upon the Standard Coding Plan for Analysis of Collective Agreements (Government of Canada, 1969) was developed for the 96 fields of analysis. This scheme was designed to enable a coder to represent each of the possible alternatives within each field with a number or series of numbers punched on I.B.M. cards. A computer program was subsequently developed to read the coded information and tabulate it.

Coding procedure. Sets of coding cards (an example of a coding card is included in Appendix C) were prepared with each card representing one field of analysis. The code numbers assigned to the alternatives within each field, as well as I.B.M. card and column numbers, were shown on the cards, which were grouped according to cluster. Four coders, in addition to the researcher, were trained in the coding technique which consisted of the following steps:

1. The coder read through the agreement to get some idea of its format and the fields of analysis included.
2. Taking each coding card in turn the agreements were searched for related clauses. Each clause was coded by placing the appropriate code number in the correct column on a data punching form.
3. As each clause in the agreement was coded it was marked off. When the whole group of coding cards had been used any clauses that were still uncoded were readily identified and were then checked. Usually it was found that such clauses could be accurately coded but wherever this was not possible a note was kept. The notes were later used as a sources of supplementary information.

The coders were trained for about four hours on agreements that were not from the sample. During the training period there was frequent cross-checking, and discussion of difficult clauses.

Coding reliability. Twelve checks were made during the coding to give an indication of inter-coder reliability. Four checks were made six months after the original coding as a means of determining reliability over time as well as between individual coders. The checking procedure was the same in all sixteen checks: a coder, who had not worked with any of the agreements from the jurisdiction to be checked, was selected to make an independent coding of an agreement. The original coding and the check coding were then compared and the number of discrepancies counted. Discounting identification information which was thoroughly checked on all cards before processing, there were 136 possible points at which there could be coding disagreement within the 96 fields. The number of differences found between the original and the check was subtracted from 136, and the remainder expressed as a percentage of agreement. Table II on page 47 summarizes the percentage agreement between coders.

Only two of the checks showed less than 90 percent agreement between coders and the average agreement was 93.9 percent. The reliability showed no appreciable decline over time and was considered satisfactory.

Statistical Procedures

The data were not subjected to any tests of statistical significance. Data were compared and analyzed by the use of frequency distributions, percentages and means.

TABLE 2
CODING OF 160 COLLECTIVE AGREEMENTS
INTER-CODER RELIABILITY
AMONG FIVE CODERS

Coder No.	Checker No.	Agreement No. ^a	Percentage Agreement Between Coders
1	2	1	93.3
2	1	11	97.8
4	3	23	89.9
5	1	33	94.8
5	3	41	91.1
1	4	59	84.4
2	5	65	94.8
3	2	72	97.1
4	2	79	93.3
1	3	88	94.1
5	4	117	98.5
1	4	123	95.6 ^b
2	4	134	91.9 ^b
5	2	146	96.3
5	4	147	92.6 ^b
1	4	160	97.1 ^b

^aOne agreement for each of sixteen jurisdictions is included in the check list.

^bIndicates a check made after an interval of six months.

CHAPTER IV

GOALS OF THE ALBERTA TEACHERS' ASSOCIATION

Sub-problem number 1, Chapter I, page 2 is stated in the following manner:

- 1 What were the stated goals of the ATA regarding teachers' salary and work conditions during the ten years?
- 1(a) What were the intensities of the stated goals relative to each other?

The present chapter deals with these two questions and presents the findings of the investigation concerning them.

So far as the ATA goal data were concerned only ten of the thirteen field clusters were used in the classification. There were no goal statements that could most appropriately be placed in Cluster A: General Information; Cluster C: Regulatory or Cluster M: Managerial Rights. Tables 3, 4 and 7-14 summarize the goal data and indicate the sources from which they were derived. Wherever practicable the actual wording of the goal statements has been retained in these tables, but frequently statements have been compressed or combined to make for greater conciseness. To facilitate reference throughout this, and succeeding chapters, each goal has been assigned an identification number consisting of two letters and a numeral. The first letter indicates the organization which holds the goal (T = ATA, B = ASTA); the second letter indicates the field cluster in which the goal is classified, and the numeral shows the position of the goal in the table in which it appears. Thus, for example, "T.D.5" indicates an "ATA goal" related

to "Salary" and "number 5" in the goal table titled "ATA Goals Related to Salaries and Allowances."

Cluster B--Bargaining Rights and Procedures

Retention of Alberta Labour Act. In Table 3, page 50, are presented the goals of the ATA concerned with bargaining rights and procedures. A consistent theme here is the apparent desire to maintain the bargaining status quo under the terms of the Alberta Labour Act. In the first half of the decade there was frequent reference to this objective in the secondary source, and it was twice mentioned in briefs to the Legislative Council (Goal T.B.1, Table 3, page 50). Goals such as: the prevention of the introduction of compulsory arbitration (T.B.2), preservation of direct bargaining between employer and employee group (T.B.3), prevention of time limits on bargaining (T.B.4) and the retention of the right to strike (T.B.9) are related aims which emphasize the ATA's desire to retain the type of bargaining procedures that were in effect at the beginning of the ten years.

Teachers' rights not in statutes. A second group of goals shown in Table 3 was concerned with preservation or establishment of certain rights, that were not clearly protected by statute, but which were important to the ATA's interpretation of what is meant by "collective bargaining." The rejection of a provincial salary schedule (T.B.6), the right to bargain for working conditions as well as salary (T.B.7), and statutory mediation upon request of either party in the case of rejection of a Conciliation Board award (T.B.5) fall into this category.

The bargaining units. Goals concerning the nature of the bargaining unit comprise a third group in Table 3 and in this case the emphasis

TABLE 3

ATA GOALS RELATED TO BARGAINING RIGHTS AND PROCEDURES

I.D. NO.	GOAL	SOURCES ^a									
		1960	1961	1962	1963	1964	1965	1966	1967	1968	1969
T.B.1	Continued inclusion of teachers' collective bargaining in the Alberta Labour Act	0	30	80	80	88	18	00	00	00	00
						30	800				
T.B.2	Prevention of introduction of compulsory arbitration	10	30	0	83	80	80	0	0	0	0
					30						
T.B.3	Preservation of direct negotiation between employer and employee group										
					3						
T.B.4	Prevention of time limits or schedules being introduced into collective bargaining				88	188	00	00	00	00	00
						00					
T.B.5	Statutory mediation upon request of either party after rejection of a conciliation Board Award					10	0	0	0	0	0
T.B.6	Prevention of the introduction of a provincial salary schedule	0	0	80	0	80	0	0	0	0	0
T.B.7	Inclusion of both salary and working conditions in agreements						8				
T.B.8	Proper procedures for settlement of contract disputes to be negotiated into agreements	20	20	0	120	0	0	0	10	20	0
T.B.9	Use of all legal means (including strike and other sanctions) in completing collective agreements with boards without penalty or discrimination (such as Section 333 of the School Act)	00	300	00	118	000	188	00	00	00	00
					000	0	000	00	00	00	00
							0				

TABLE 3 (Continued)

I.D. NO.	GOAL	SOURCES ^a										
		1960	1961	1962	1963	1964	1965	1966	1967	1968	1969	
T.B.10(a)	Inclusion in the collective agreement of all teachers employed by a school board except the superintendent					10	00	00	12	00		
(b)	Superintendent to be barred from participating in negotiations	0	0	0	0	0	0	0	0	0	0	
T.B.11	Inclusion in collective agreement of all persons who must hold a valid teaching certificate as a condition of employment and whose salary is less than, or equivalent to, the maximum salary payable to principals (including allowances)	12	20	0	2	3					8	
T.B.12	Inclusion in collective agreement of all personnel whose salary is equal to or less than the maximum salary payable under the agreement				10	0						
T.B.13	Representation at school board meetings	0	0	0	10	0	0	0	0	20	0	
T.B.14	All agreements to be written in the proper format	2	2		2							

Note.--1 = Minutes of the ARA (Annual Representatives Assembly), 2 = Economic Bulletin, 3 = Briefs to Cabinet, Education Department, etc., 8 = ATA Magazine, 0 = Policy Handbooks

^aThe numbers in this table and in others of the same type (Tables 3, 4, 7-14, 16-27) should not be read as frequencies. Each digit is a discrete entity representing the source indicated note at the foot of the table. Thus "188" indicates a goal that was mentioned once in ARA minutes and twice in The ATA Magazine in the year that those numbers appear. Source numbers are the same as those appearing in Table 1 on page 39.

is on maintaining as wide as possible a definition of the bargaining unit. Goals T.B.10, T.B.11 and T.B.12 are variants on the same theme with T.B.10 (inclusion in the bargaining unit of all teachers except the superintendent) extending the bargaining unit very widely.

Maintenance of procedures. Of the remaining three goals in Table 3 two are procedural; seeking on the one hand to make doubly sure of the grievance procedures in the Alberta Labour Act by writing them into every agreement (T.B.8), and on the other to ensure accurate interpretation of agreements by having them in a standardized format (T.B.14). The goal of "representation at board meetings" (T.B.13) was directed at maintenance of satisfactory liaison between teachers and board, but the precise type of representation desired was not suggested in the policy motion of 1963 or in The Economic Bulletin.

Cluster D - - Salary

The salary schedule. With regard to salaries and allowances there are eighteen goals identified in Table 4, page 53. Of these the first ten (T.D.1 - T.D.10) set out policy that is directly applicable to the salary schedule--its format, its status as the basis of all monies paid to teachers, and suggested objectives for the dollar amounts within it. The remaining eight goals in Table 4 refer to: special allowances to be paid in addition to the salary schedule rates; clauses which qualify or restrict payment of schedule rates; and protection of the salary status of teachers.

The goals T.D.1, T.D.2 and T.D.3 outline five fundamental requirements for a salary schedule: first it should be a single salary scale upon which all teachers are placed regardless of the level at

TABLE 4

ATA GOALS RELATED TO SALARIES AND ALLOWANCES

I.D. NO.	GOAL	SOURCES ^a										
		1960	1961	1962	1963	1964	1965	1966	1967	1968	1969	
T.D.1(a)	A single preparational salary scale based upon teacher education and experience	0	0	0	10	0	0	0	0	20	0	
(b)	Partial years of training to be counted as well as war service and approved sabbatical leave	0	0	0								
T.D.2(a)	Equal pay for equal teacher education and teaching experience	0	0	0	10	0	0	100	00	200	00	
(b)	Equal pay for teacher/librarians	0	0	0	0	0	0					
T.D.3	Full transferability and transportability of teaching experience for salary purposes	10	0	0	10	0	0	11 00	00	20 0	00	
T.D.4	Fourth year range to be the basis of salary negotiations	20	20	0	2	2	2	2	2	2		
T.D.5	Increases in basic grid salary rates	888	888	88	88	88	88	2	2	8		
T.D.6	Increase in the size of annual salary increments and removal of statutory right of boards to withhold increments on grounds of financial pressure	20	20	0	20	0	20	0				
T.D.7	Reduction in number of steps between minima and maxima on salary scale							2				
T.D.8	Increase in differentials between fourth, fifth and sixth year ranges		2		2		2	2		2		

TABLE 4 (Continued)

I.D. NO.	GOAL	SOURCES ^a											
		1960	1961	1962	1963	1964	1965	1966	1967	1968	1969		
T.D.9	Provision of a seventh year of teacher education category in salary schedules			0	0	0	0	20	20	02			
T.D.10	Increase in undergraduate salary levels in all categories						2						
T.D.11	Establishment and/or increase of special function allowances eg. administration, isolation bonuses	2	28	00	22	20	28	20	201	20	00		
		00	00		00	0	00	0	00	00	0		
T.D.12	Non-inclusion of merit pay clauses of various types	08	0	0	80	0	0	0	0	80	810		
T.D.13	Inclusion in collective agreements of only those economic sanctions that apply to teachers whose date of certification is subsequent to the effective date of the agreement first specifying the sanction	18	0	0	0	0	0	0	0	0	0		
		0											
T.D.14	Protection of salary status of all teachers when a new agreement is concluded	0	0	0	10	00	00	00	00	20	00		
					10					0			
T.D.15	One two hundredth of a teacher's annual salary to be paid for each day of service required between July 1 and September 1							2					
T.D.16	Payment of not less than a full day's salary for the equivalent of a full day spent in teaching evening classes						2						

TABLE 4 (Continued)

I.D. NO.	GOAL	SOURCES ^a										
		1960	1961	1962	1963	1964	1965	1966	1967	1968	1969	
T.D.17	Increase in rate of pay for members of curriculum sub-committees, and for markers of departmental examinations	0	0	0	0	0	0	0	10	00	00	
T.D.18	Substitute teachers to be placed on salary grids and paid at a rate of not less than one two hundredth of the basic salary according to years of teacher education for each day taught								21	0	0	

Note.- 1 = Minutes of the ARA (Annual Representatives Assembly), 2 = Economic Bulletin, 3 = Briefs to Cabinet, Education Department, etc., 8 = ATA Magazine, 0 = Policy Handbooks.

^aNumbers in this table should not be read as frequencies. Each digit represents one source as indicated in the note at the foot of the table.

which they teach, their subject speciality, their sex or other factors which might be used to draw distinctions among them (T.D.1, Table 4, page 53). Secondly the scale should be based upon the number of years of teacher education, and should contain increments for teaching experience (T.D.1, T.D.2, Table 4, page 53). Thirdly, the placement of teachers on the salary schedule should be without regard for any factors other than teacher education and experience (T.D.2, Table 4, page 53). Fourthly, teaching experience should be fully transferable from one jurisdiction to another, that is to say that teaching experience gained in any jurisdiction should be counted for salary purposes on an equal basis in any other jurisdiction (T.D.3, Table 4, page 53). Finally there should be complete transportability of teaching experience within each individual schedule, so that a teacher who raises his educational qualifications will carry with him, into the next higher education category, all experience gained in lower ones (T.D.3, Table 4, page 53).

The seven goals numbered T.D.4 - T.D.10 in Table 4 are concerned with determination of actual pay rates within salary schedules. Consistent with the ATA viewpoint on minimum professional qualifications the fourth year salary range is suggested as the basis upon which negotiations should be conducted, with all other ranges adjusted commensurately (T.D.4, Table 4, page 53). The other six goals in this subgroup outline six different ways in which the problem of raising teachers scheduled salaries is to be approached.

T.D.5 and T.D.10 (Table 4, page 53) express the general intention of increasing the rates of pay at all levels in the salary grid. This might be attempted by demanding equal percentage increases in all

salary categories, but it is more commonly approached by settling target salaries for the fourth year range and adjusting the other salary categories accordingly. Table 5, page 58 summarizes the "fourth year" salaries set as goals for eight of the ten years under investigation. The trend observable in these figures is for the difference between the proposed minima and the proposed maxima to increase. This trend becomes particularly marked in the latter half of the period until in 1967 and 1968 the maximum is 200 per cent of the minimum:

\$7,500 continues to be a reasonable goal for our fourth year minimum salary. This, of course, will be determined, in part, by the level of settlement in particular areas for the 1968-69 collective agreement. The maximum figure for the fourth year as a long range objective must be 200 per cent of the minimum (ATA, 1968h, p. 1).

The twofold emphasis in these salary goals seems to be on increasing the opportunity for teachers to improve their salaries during the course of their careers, and on raising the salary status of the profession as a whole. It seems also that the former emphasis was more marked than the latter, for while goals for maxima increased by over 88 per cent during the period, goals for minima increased only 50 per cent.

An examination of some of the other goals in Table 4 further suggests an emphasis on increasing the salary gradient: T.D.6 calls for increases in the size of annual salary increments and T.D.7 suggests a reduction in the number of steps between minima and maxima, both of which, if achieved, would have a steepening effect on the salary gradient.

As early as 1960 the increment target set in the Economic Bulletin was \$400 (ATA, 19601, p. 1) and by 1963 this goal was modified

TABLE 5

SUMMARY OF ATA SALARY OBJECTIVES^a
AT THE FOURTH YEAR LEVEL OF TEACHER EDUCATION
1960 - 1969

	1960	1961	1962	1963	1964	1965	1966	1967	1968	1969	% increase over ten yrs.
MAXIMUM SALARY	\$	\$	\$	\$	\$	\$	\$	\$	\$	\$	
OBJECTIVE	8,500	9,000	*	9,500	10,000	11,000	12,000	15,000	15,000	*	88.2
Percentage increase over previous year	0	5.9		5.5	5.3	10	9.1	25	0		
MINIMUM SALARY											
OBJECTIVE	5,000	5,000	*	5,000	5,500	6,000	6,500	7,500	7,500	*	50.0
Percentage increase over previous year	0	0		0	10	9.1	8.3	15.4	0		
Maximum as a Percentage of Minimum	170.	180.	-	190.	181.8	183.3	184.6	200	200	-	

^aSources: ATA Economic Bulletins

* Data Unavailable

to read as follows:

Annual experience increments at the undergraduate level of \$400 per year and at the graduate level of \$500 per year (ATA, 1963m, p. 1).

The goals of increasing the salary differences between the fourth, fifth and sixth year ranges (T.D.8, Table 4, page 53), and of including a seventh year category (and an eighth year category--T.D.9, Table 4, page 54) are "grid expanding" objectives which, if achieved, would further increase the earning potential of teachers as well as improving current salary rates.

Statements in The Economic Bulletin in the early years of the decade are more general--calling for "substantially increased differentials between the fourth and fifth and between the fifth and sixth year categories of university education" (ATA, 1963m, p. 1), but by 1965 the differences called for are specified:

. . .the difference between the fourth and fifth years of university education should be at least \$600 and between the fourth and sixth years, at least \$1200 (ATA, 1965o, p. 1).

The fifth year should be at least 110 percent of the fourth year and the sixth year at least 120 percent of the fourth year (ATA, 1966(1), p. 1).

Allowances. In addition to an interest in improving scheduled salaries, the ATA showed concern for the allowances paid in addition to salary to special groups of teachers. T.D.12 (Table 4, page 54) states the desire for both increase in the dollar amounts payable to teachers with special functions, and for increase in the number of functions that are designated as being eligible for special allowances:

Continued pressure should be maintained in an attempt to obtain a more substantial level of allowances for principals, vice-principals, and other teachers performing special functions (ATA, 1966(1), p. 1).

The area of special allowances receiving most attention during the period of study was that of administrative allowances and particularly those of principals. The target rate throughout the period remained constant at \$150 per teacher, though in earlier years this objective was modified by reducing suggested payments to \$100 for teachers in excess of twelve and to \$50 for teachers in excess of twenty. Table 6 on page 61 summarizes the major proposals made by the ATA for determining administrative allowances. The alternatives to schemes based solely on number of teachers appear to have been more desirable in later years, and by 1968 it was suggested that teachers press for allowances based on number of pupils rather than on number of teachers:

It is inevitable that in the next few years there will be more teacher aides, school aides and clerical aides employed by school boards. The result of this will be an increase in the pupil-professional teacher ratio and a consequent decrease in administrative allowances even though there will be an increase in enrolment. In order to head off the difficulty rather than cope with it when it arrives, bargaining units should begin to press for administrative allowances based on pupils rather than teachers (ATA, 1968h, p. 1).

Typically the goal for assistant or vice-principals was stated as a proportion (usually 50%) of the principals' allowances, with additional payments to teachers designated as "deputy principal" or "first assistant principal" in larger schools with two or more assistants for the principal (ATA, 1964(1), p. 2).

Department heads are the only other group specifically marked for receipt of administrative allowances and three alternative methods of payment are suggested:

TABLE 6

ATA ALTERNATIVE PROPOSALS FOR PRINCIPALS'
ALLOWANCES 1960 - 1969^a

TYPE OF PROPOSAL	BASIS OF PROPOSAL	DETAILS	YEAR SUGGESTED
Sliding Scale	Number of Teachers	\$150 per teacher	1960
		for first 12	1961
		\$100 per teacher	
		for next 8	
		\$ 50 per teacher	
		for all remaining	
Flat Rate	Number of Teachers	\$150 per teacher	1963
		(no maximum)	1964
			1965
			1967
Flat Rate	Number of Teachers	\$50 per teacher	1964
	Number of Pupils	plus	1965
		\$ 4 per pupil	
		(no maximum)	
Flat Rate	Number of Teachers	2 percent of the	1964
		maximum salary	1965
		in the fourth	1967
		year range per	
		teacher	
		(no maximum)	
Flat Rate	Number of Teachers	1 percent of the	1964
	Number of Pupils	maximum salary	1965
		in the fourth	1967
		year range per	
		teacher, and	
		4 percent of the	
		maximum salary	
		in the fourth	
		year range per	
		100 pupils	
		(no maximum)	

^aSources: ATA Economic Bulletins 1960 - 1969.

- (a) \$80 per teacher for each teacher who teaches full time in the department and for each equivalent of a full time teacher where two or more teachers teach part time in the department
- (b) \$15 per section (class) taught within the department
- (c) \$400 plus \$5 per section (class) taught in the department (ATA, 1964(1), p. 2).

Protection of salary status. The goals, T.D.12, T.D.13 and T.D.14 in Table 4, page 54, are aimed at protecting various aspects of teachers' salary status. T.D.12 expresses opposition to the introduction of merit pay clauses which would pay extra money to some teachers on the basis of ability or performance. The converse of this is to hamper the progression of some teachers through the various steps of the salary scale on the basis of their failure to meet certain requirements. T.D. 13 is aimed at preventing this, to some extent at least, as the minimum qualifications for certification are raised and as the general level of education in the teaching force increases. T.D.14 is a general statement embodying the same kind of principle which would prevent any teacher from suffering actual salary reduction or perhaps even relative salary reduction (compared with other teachers) as a result of the conclusion of a new agreement.

Payment for additional service. The last four goals in Table 4 are related to payment of teachers performing duties, in addition to their regular teaching load (T.D.15, T.D.16, T.D.17), and to remuneration for substitute teachers (T.D.18). The principle here seems to be the establishment of pro-rata payment based on grid salaries, for all work that might be classified as other than regular teaching service.

Cluster E--Hiring, Severance, Transfer, Tenure

Hiring. Table 7 page 64 summarizes ATA goals related to hiring, severance, transfer and tenure regulations and procedures. The eleven goals stated here are mainly concerned with the modification of the School Act provisions and Education Department regulations that were in force at the time. T.E.1 expresses the ATA's desire for a higher level of pre-service training amongst teachers, while T.E.2 and T.E.3 summarize the organization's attitude towards the position of beginning teachers. The removal of a probationary period is tantamount to a request for tenure, immediately on appointment, but the goal of introducing compulsory internship could be construed as an attempt to create a period in which both boards and teachers could assess the situation before entering a contractual agreement, as well as a period of in-service training.

Resignation and termination. With regard to resignations there is a degree of ambivalence in the goals stated: T.E.4 and T.E.5 (Table 7 page 64) express a desire to achieve increased flexibility for both parties while T.E.6 favors the retention of the existing School Act provision which sets the latest date for resignation of teachers at July 15.

T.E.8 is designed to give the widest possible interpretation to the powers of Boards of Reference and together with T.E.9, T.E.10 and T.E.3 appears to be aimed at producing a more favorable tenure situation.

Transfer. The "acceptable" transfer procedures referred to in T.E.11 (Table 7 page 65) include the following features: first the right of appeal in cases where transfers are unacceptable to teachers:

TABLE 7

ATA GOALS RELATED TO HIRING, SEVERANCE, TRANSFER AND TENURE

I.D. NO.	GOAL	SOURCES ^a										
		1960	1961	1962	1963	1964	1965	1966	1967	1968	1969	
T.E.1	Increase in the number of years of teacher education required for initial certification (See T.K.5, Table 13, page	00	00	00	00	00	00	00	00	00	00	
		88	888	88	88			8	1		3	
T.E.2	Establishment of internship as a condition of employment				10	0	0	0	30			
T.E.3	Removal of probationary period after appointment to a teaching position.	0	0	0	0	0	30	0	0	0	30	
T.E.4	Termination of a contract or designation by a teacher giving 30 days notice, except during June or July	0	0	10	0	0	0	0	0	0	0	
T.E.5	Termination by school boards on 30 days' notice except in July or August	10	0	0	0	0	0	0	0	0	0	
T.E.6	Prevention of any change in the statutory dates for resignation			13	33	18	0	0	0	0	11	
				0	0	0					0	
T.E.7	Change in resignation date when salary negotiations incomplete								10	0		
T.E.8	Appeal to Board of Reference in all cases of dismissal, resignation and transfer and termination of designation	11	00	00	00	80	10	00	00	00	10	
		00				0	0				0	

TABLE 7 (Continued)

I.D. NO.	GOAL	SOURCES ^a									
		1960	1961	1962	1963	1964	1965	1966	1967	1968	1969
T.E.9	Prevention of the use of suspension as a disciplinary measure						3				
T.E.10	Conditions of tenure no less favorable than those in the School Act					10	0	0	0	0	10
T.E.11	Provision for an acceptable procedure for transfer of teachers	100 00	100 00	00 00	110 000	00 00	00 0	00 0	220 00	00 0	00 0
T.E.12	Equal opportunity for all teachers to gain appointment to administrative positions (See T.L.6, Table 14, p.										10

Note.- 1 = Minutes of the ARA (Annual Representatives Assembly), 2 = Economic Bulletin, 3 = Briefs to Cabinet, Education Department, et cetera, 8 = ATA Magazine, 0 = Policy Handbooks.

^aNumbers in this table should not be read as frequencies. Each digit represents one source as indicated in the note at the foot of the table.

[Resolved that] all proposed transfers of teachers, not mutually agreed upon be subject to appeal to either a committee of the school board and the local teachers' association, or to a neutral body where all evidence is heard under oath and subject to cross-examination (ATA, 1962(1), Res. C/62).

Secondly, suitable transfer procedures should be included in collective agreements and should provide for payment of removal expenses by the divisional boards in all cases of transfer not requested by the teacher (ATA, 1963n, Res. 23).

Designation. Concern is expressed in T.E.12, Table 7, that administrative positions be open to all qualified teachers.

Cluster F--Professional Load

Teachers' work load. The goals relative to professional load of teachers summarized in Table 8, page 67, may be conveniently divided into eight categories. The first of these comprised of goals T.F.1, T.F.2, T.F.3 and T.F.4 and is concerned with the three major components that contribute to the definition of the teacher's work load: hours of work, number of students per teacher and number of separate preparations. The intent of these goals is to limit or reduce work load by negotiating or influencing the legislation of provisions that would place maximum limits upon hours of instruction, class size (T.F.3, Table 8, page 67) pupil/teacher ratio, number of subject preparations (T.F.2, Table 8), and amount of non-professional assistance available for teachers (T.F.2, Table 8).

Hours of work. The general objectives in this area were brought into focus by the findings of a "Professional Load Committee" of the ATA in 1963. Ten main recommendations were made by this committee and these appear to have formed, subsequently, the basis of all goals developed

TABLE 8

ATA GOALS RELATED TO PROFESSIONAL LOAD

I.D. NO.	GOAL	SOURCES ^a									
		1960	1961	1962	1963	1964	1965	1966	1967	1968	1969
T.F.1	Reduction of teaching load	8	88	8880	880	210	20	80	80	0	1
T.F.2	Establishment of standards concerning the following:										
	(a) Maximum hours of classroom instruction	80	180	10	1812 880	120	20	0	220	122	13
	(b) Maximum number of subject preparations									20	00
	(c) Ratio of teachers to teacher aides					0	20	0	20	0	30
	(d) Ratio of teachers to pupils										31
											3
T.F.3	Reduction or limitation of class size	0	08	880	880	0	20		2		3
T.F.4	Acceptance of a modern definition of teaching duties (including time for involvement in decision making)									181	00
T.F.5	Clerical assistance for teachers	0	08	0	10	0	0	80	1280	320	30
T.F.6	Provision of teachers' aides						8			3	3
T.F.7	Provision of school aides									3	3
T.F.8	Employment of qualified by non-certificated personnel for ancillary services outside the classroom							10	0	0	10
T.F.9	Clerical assistance for administrators (including administrative assistants in larger schools)	0	0	0	10	0	80	0	20	0	010

TABLE 8 (Continued)

I.D. NO.	GOAL	SOURCES ^a										
		1960	1961	1962	1963	1964	1965	1966	1967	1968	1969	
T.F.10	Provision of time for preparation of lessons and marking	0	0	0	0	0	20	0	20	0	0	
T.F.11	Negotiation of extra-curricular duties and responsibilities	11 00	00	00	18 00	00	20 0	00	20 0	20 0	100	
T.F.12	Provision of time for inservice and professional development activities	0	0	0	10	0	20	0	122 00	20 0	100	
T.F.13	Release time for administrators	20	20	0	210	20	820	0	20	20	0	
T.F.14	Reduction of summer workload of administrators						8					
T.F.15	Negotiation of noon-hour supervision	10	0	0	10	0	0	0	0	20	0	
T.F.16	Acceptance of noon-hour supervision as a professional responsibility		180	0	0	0	0	0	0			
T.F.17	Relief from noon hour supervision which should be performed by non-professional staff						2		210	120	10	
T.F.18	Inservice activity for teachers to be instituted only with the prior approval of ATA locals concerned	880	0	0	0	0	0	0			10	
T.F.19	Leave of absence for all professional meetings or functions approved by the Minister of Education									1		

TABLE 8 (Continued)

I.D. NO.	GOAL	SOURCES ^a										
		1960	1961	1962	1963	1964	1965	1966	1967	1968	1969	
T.F.20	Provision of time with full pay for curriculum making	0	0	0	10	0	0	0	0	10	0	
T.F.21	Provision of teacher/librarians in schools with ten or more teachers	0	0	0	0	0	0	0	0	0	10	
T.F.22	Establishment of acceptable conditions for teachers involved in Educational Television presentations							211	00	00	00	
								100				
T.F.23	Major participation of teachers in the selection and use of E.T.V. programs in their classrooms							10	101	00	00	
									00	0		
T.F.24	Teaching machines to be used to free teaching to work on more interesting aspects of the curriculum - not to replace teachers			8								
T.F.25	Removal of statutory provisions which tend to prescribe or establish organizational requirements									10		
T.F.26	Development of acceptable conditions and organizational arrangements for the use of school facilities outside the usual daily and seasonal pattern							10	0	10		
T.F.27	Adoption of a more collegial model of school organization					8					310	

TABLE 8 (Continued)

I.D. NO.	GOAL	SOURCES ^a										
		1960	1961	1962	1963	1964	1965	1966	1967	1968	1969	
T.F.28	Reorganization of the school year to a modified quarter system (See T.L.9, Table 14, p.										311 800	
T.F.29	Increased participation of teachers in decision making concerning: (a) Curriculum Development (b) School Organization (c) School District Organization (d) Staffing (e) School Plant and Facilities	0	0	0	0	08	0	0	0	08	10 8 1130 8 110 8 110 8 110 8 110	
T.F.30	Favorable living and working conditions	00	00	00	00	800	00	28	18	28	88 00 00 00 0	

Note.- 1 = Minutes of the ARA (Annual Representatives Assembly), 2 = Economic Bulletin, 3 = Briefs to Cabinet, Education Department, et cetera, 8 = ATA Magazine, 0 = Policy Handbooks.

^aNumbers in this table should not be read as frequencies. Each digit represents one source as indicated in the note at the foot of the table.

concerning hours of work. The ten recommendations called for (ATA, 1963e):

1. A total teaching assignment of no more than 45 hours per week.
2. An instructional load maximum of 20 hours per week.
3. An administrative, professional load of one hour per week.
4. A maximum of forty hours per year for extra-curricular duties.
5. A maximum load of three hours per week for supervisory duties.
6. A total load for administrators (including both administrative and teaching time) of no more than 45 hours per week.
7. A preparation hour load of about 50 percent of the instructional hour load per week.
8. A testing hour load of about 25 percent of the instructional hour load per week.
9. A minimum of four hours per week for professional activities.
10. Functions assigned by administration should be limited so that the total weekly hour load does not exceed 45 hours.

The first six of the above recommendations refer to time allocated to "assigned" work while the last four deal with "unassigned" or "voluntary" tasks thought to be necessary for the satisfactory performance of assigned duties. The application of the maximum hour loads suggested would result in a teacher having assigned tasks for approximately twenty-five hours per week with a voluntary assumption of a further nineteen hours of professional, testing, and preparational work (total 44 hours). These recommendations were accepted as Association policy by resolution at the 1964 Annual General Meeting (ATA, 1964m, Res.C34) and have remained unchanged since that time. Other goal statements about hours of work can be seen to be merely

supportive of one or other of the major points made in the policy. For example, in 1968 a resolution was passed at the Annual Representatives Assembly to the effect that the School Act should be changed to provide that no teacher be required to give more than 240 minutes (4 hours) per day of classroom instruction (ATA, 1968i, Res 50L), clearly projecting the twenty hour weekly maximum goal to a daily basis. Similarly, a 1961 resolution dealing with the minimum daily hours of instruction in high schools follows the general principle of resisting any influence that is likely to increase the total working hours of teachers:

Be it resolved, that the minimum instructional time in senior high schools, as provided in Department of Education Regulations be not more than 300 minutes per day (ATA, 1961m, Res. C20).

Para-professional assistance for teachers. A second way of approaching the problem of reducing the work load of teachers is that of providing for non-professional and para-professional assistance. The alternative suggested in goals T.F.5 - T.F.9 (Table 8, page 67), has the advantage of making it possible to lighten instructional loads without diminishing the "in-class" time of students. The para-professional assistants required are divided into three categories in the goal statements quoted: clerical assistants (for both teachers and administrators), school aides and teachers' aides. There are some suggestions that these three categories of aides form a hierarchy in which the clerical assistants constitute the lowest stratum, the school aides a middle level and teachers' aides are at the top (ATA, 1968g). It is further suggested that until teachers' needs are fully met at the lowest level there should not be extensive appointment of personnel at the higher

levels (ATA, 1968g).

From 1964 on, specific guidelines were established for the amount of clerical assistance desired by the ATA for teachers, whereas there was apparently no well-developed view of the amount of school aide and teachers' aide time that should be allocated. The target for extent of clerical assistance remained stable over the last five years of the period: either "1.4 days per week per unit of 50 pupils" or ".7 days per week per teacher" (ATA, 1967k, p. 4). In 1964 these objectives were set for the senior high schools only with somewhat lower figures for junior high and elementary schools but by 1965 the same goals were applied at all three levels of instruction.

Time for preparation and extra-curricular activity. The five goals in this group (T.F.10 - T.F.14, Table 8, page 68) refer to the negotiation of time allocations for such purposes as: the preparation of lessons and marking of papers (T.F.10), the performance of duties that are not considered part of the regular instructional load (T.F.11), involvement in various types of in-service and professional development activity (T.F.12), and, in the case of principals and other administrators, release time for administrative duties (T.F.13) and reduction of time spent in summer work (T.F.14). The actual amount of administrative time suggested as "adequate" is 0.5 days per teacher, per week, to be allocated amongst the principal, vice-principals, assistant principals, department heads and other teachers with assigned administrative duties (ATA, 1964(1), p. 3).

Regulation of professional activities. While the goals in the preceding group assumed that teachers would be performing certain tasks other than those which can be classified as "instructional" and sought to

to ensure that adequate time would be available to complete these tasks, another group of goals was concerned with the more basic problem of determining the extent of teachers' professional responsibility.

The goals concerning noon-hour supervision (T.F.15, T.F.16, T.F.17) illustrate very well the distinction between the latter group and the former. The question about noon-hour supervision was not primarily "How much time should be allowed for it?" but, "should this activity be performed by teachers at all under any circumstances?" There was a clear change in ATA policy on this point in about the middle of the ten years under investigation. In the earlier part of the decade, goal T.F.16, Table 8, called for acceptance of noon-hour supervision as a professional responsibility:

Be it resolved, that supervision of pupil deportment on school premises during noon intermission be accepted as a professional responsibility undertaken by members of The Alberta Teachers' Association in line with policy resolution 15.01, subsection 22 (ATA, 1961m, Res. C32).

But, by 1965 the objective stated in the Economic Bulletin was negotiation of "a duty free lunch time" (ATA, 1965o, p. 3) and in 1968 the following resolution, replacing the 1961 resolution, was passed at the Annual Representatives' Assembly:

Be it resolved, that the Alberta Teachers' Association advocate that teachers be relieved of noon-hour supervision and that such supervision be performed by non-professional staff (ATA, 1968i, Res. 51L).

Other activities such as in-service education (T.F.18), professional meetings and functions (T.F.19), and work on curriculum committees (T.F.20), were not identified as being beyond the scope of professional activities, but the goals expressed the need for control or

at least substantial influence by teachers in determining the extent to which they should be engaged in these areas.

Provision for specialist teachers. Two goals in Table 8 refer to two areas of specialization that were of concern to the ATA during the 1960's: T.F.21 calls for provision of Teacher/Librarians in schools over a certain size, while T.F.22 refers to working conditions of teachers engaged in production of television lessons and to involvement of classroom teachers in decisions about the use of Educational T.V.

The teacher/librarian goal seems to have been aimed at preventing inappropriate allocation of librarian's duties to teachers not trained in this area and at the same time ensuring that any librarian employed in schools would also have teaching qualifications.

The aspects of acceptable working conditions for Educational Television teachers which received particular mention in the sources consulted are: (a) the teacher engaged in E.T.V. should have a load that is the equivalent of that of the classroom teacher (ATA, 19671, Res. 72E); (b)adequate clerical and technical assistance should be provided for teachers engaged in instructional television (ATA, 19671, Res. 73E); (c)the compensation of consultants in E.T.V. should be equivalent to the compensation of other consultants in the bargaining unit (ATA, 1967(1), Res. 74E).

The Economic Bulletin of October 1967 (p. 4) set out the following guidelines for bargaining units to follow in negotiating E.T.V. teaching conditions:

1. Decisions respecting remuneration of such teachers should be made locally and should be included in collective agreements.

2. Teachers must have individual choice as to whether they participate in production of E.T.V. programs.
3. Remuneration for teachers who engage in E.T.V. work in addition to their regular duties is to be decided by the individual teachers (but the E.T.V. work should not impair the regular classroom work of the teacher).
4. Release time for E.T.V. work should be based on the scale reproduced below:

TYPE OF PROGRAM

Length of Program	Panel Interview	Basic Lesson	Complex Lesson
15 minutes	$\frac{1}{2}$ day	$2\frac{1}{2}$ days	5 days
30 minutes	1 day	5 days	10 days
60 minutes	2 days	$12\frac{1}{2}$ days	20 days

5. Teachers given such release time should also be eligible for an honorarium.

As well as the above guidelines The Economic Bulletin suggested rates of remuneration that might be applied to teachers for whom the release time arrangements were not suitable, but emphasized that it should be a matter of individual choice on the part of the teacher to set his own fees and working conditions.

The use of machines in instruction. Goal number T.F.23 (Table 8) is also related to instructional television but here the emphasis is upon the right of the individual classroom teacher to make the "final decision" (ATA, 1967(1), Res. 75E) concerning the use of programs in his or her room. A similar point is made in T.F.24 which seeks to establish the limits of the use of all types of teaching machine. Both

of these objectives were general in nature but present the ATA point of view about the implications of technological advancement on teaching conditions.

Involvement of teachers in decision making. There are five goals in this category T.F.25 - T.F.29 (Table 8, page 69) which are perhaps best summarized by goal number T.F.29 calling for increased participation of teachers in decision making in several key areas. T.F.25, if achieved, would have the effect of clearing the way for a much greater degree of teacher involvement by removing statutory restraints upon the freedom of local authorities to organize their own systems in their own way. T.F.26 expressed the desire of teachers to be involved in decision making concerning the wider community use of school facilities.

A more "collegial" model of school organization (T.F.27) was a general objective that can be traced through various expressions of uneasiness about the increasing role of administrators in educational decision making throughout the period. For example, an editorial in The ATA Magazine in 1964 expressed concern about "the proliferation of administrative positions in central systems of school administration," and roundly rejected the managerial model for the relationships between teachers and principals - the relationships of a principal to teachers are to be "those of a professional colleague" (ATA, 1964e, p. 4).

The reorganization of the school year to a modified quarter system (T.F.28) was more specifically stated than other goals in this group. It is developed in some detail in the sources examined and is perhaps an example of the kind of input that the teachers' organization would like to make to the decision process. The scheme calls for four instructional periods spreading over the full twelve months with most

students attending for three of the four quarters and teachers required to teach not more than six out of eight full quarters (ATA, 1969(1), Res. 52E).

The key to any increase in decision making involvement for teachers is the provision of adequate time to engage in the decision process and this is the emphasis of the goal statements in this group:

Be it resolved, that the Alberta Teachers' Association advocate the establishment of conditions which allow for the inclusion of teachers in decision-making and evaluation procedures by considering such activities as part of their total teaching load (ATA, 1969(1), Res. 8E-- emphasis added).

Living conditions. The final goal in Table 8 page 70 (T.F.30), embraces all other goals and summarizes the aspirations of the teachers' association for its members. The more specific goals in Table 8 (and all other tables) are designed to define and develop the idea of "favorable living and working conditions."

Cluster G--Leave

The six goals in Table 9 page 79 specify the types and conditions of leave sought by teachers. The goals are concerned with two major types of "long term" leave: sabbatical leave and cumulative sick leave, as well as some specific types of "short term" leave.

Sabbatical leave. The conditions of sabbatical leave sought by teachers were established in the early years of the decade and may be summarized as follows: (ATA, 1960(1), 1961(1), 1963m)

1. Teachers should be eligible after seven years of service.
2. The amount of leave should be up to one year after seven years of service.

TABLE 9

ATA GOALS RELATED TO CONDITIONS OF LEAVE

I.D. NO.	GOAL	SOURCES ^a									
		1960	1961	1962	1963	1964	1965	1966	1967	1968	1969
T.G.1	Sabbatical leave clauses in all salary agreements	10	0	0	10	0	0	0	0	0	0
T.G.2	Conditions of sabbatical leave to be negotiated	2	2		21			1			
T.G.3	Credit in the Foundation Program for teachers on sabbatical leave	10	0	0	10	0	30	0	0	0	0
T.G.4	Accumulation of all unused sick leave to a maximum of 200 days	20 0	20 0	00 0	21 00	0	0	0	0	20	0
T.G.5	Leaves with pay to take in service education courses or continuing professional development courses							1			10
T.G.6	Leave with pay to attend educational conferences of benefit to the school system	0	0	0	0	0	0	0	0	0	10

3. An allowance in lieu of salary should be paid on the basis of a percentage of salary or a flat rate.

4. Sabbatical leave conditions should be in collective agreements.

A comment should be made about the fourth point above to indicate the change in policy that occurred with regard to an important aspect of this condition. At first the ATA was agreeable to including a discretionary clause in the negotiated provisions for sabbatical leave. Resolution 23 in the 1963 minutes of the Annual General Meeting refers to: "Sabbatical leave which may be granted at the discretion of the school board." (ATA, 1963n, Res. 23) By 1966, however, this attitude had changed and a new resolution (ATA, 1966m, Res. 27E) expressly deleted the reference to the discretion of boards in the earlier policy motion. At least for the last four years of the period then, it appears that the teachers wished to negotiate all the conditions of sabbatical leave into collective agreements leaving no discretionary leeway for boards.

The above objectives are summarized in goals T.G.1 and T.G.2 while T.G.3 (Table 9 page 79) is aimed at influencing the Provincial Department of Education to reimburse school boards offering sabbatical leave by making the regular Foundation Program allocation of money for teachers on sabbatical leave.

Cumulative Sick Leave. Goal number T.G.4 includes the two objectives that were consistently held throughout the ten years with regard to sick leave: accumulation of all the unused portion of the annual statutory allowance of twenty days and accumulation up to a maximum of 200 days (one full school year) in total (ATA, 1960(1), 1961(1), 1963m, 1968h).

Short-term leaves. ATA goals in this area (T.G.5, T.G.6) were mainly connected with the establishment of the principle that teachers should be eligible for leave with pay to attend a variety of professional development activities. This principle covers such things as time off to attend in-service courses and conferences of benefit to the school system (ATA, 1967i, Res. 62E and 1969i, Res. 70E).

Cluster H - Retirement Benefits and Pensions

The eight goals recorded in Table 10 page 82 are self-explanatory and refer mainly to desired changes in the Teachers' Retirement Fund Act to effect more acceptable pension conditions. None of the stated goals in this cluster could appropriately be pursued through collective bargaining at the local level but require united political action on the part of teachers.

Cluster I - Insurance

The four types of insurance suggested in the goal statements in Table 11 page 84, are: (a) Group medical, hospital and life insurance, (T.I.1, T.I.2), (b) Accident Insurance, (T.I.4, T.I.5), (c) Liability Insurance (T.I.6) and, (d) Unemployment Insurance (T.I.3). In all of these areas, except that of unemployment insurance, specific coverage for teachers was sought. The recommendation that Alberta teachers be not included in the Federal Unemployment Insurance Plan (T.I.3) was contained in a brief to the Provincial Executive Council and was apparently based on the belief that a more acceptable plan could be devised within the Province (ATA, 1967j).

TABLE 10

ATA GOALS RELATED TO RETIREMENT BENEFITS AND PENSIONS

I.D. NO.	GOAL	SOURCES ^a									
		1960	1961	1962	1963	1964	1965	1966	1967	1968	1969
T.H.1	Amendment of the Teachers' Retirement Fund Act to permit the following:										
	(a) Retirement on full pension at age 60						3	10	330	10	330
	(b) Years of service below age 30 to be counted as pensionable service	0	0	0	0	0	30	0	330	10	330
	(c) Equal pensions for men and women										
	(d) Subsidizing of "meagre" pensions of teachers who retired prior to 1959	0	0	0	0	100	300		33	10	330
	(e) Removal of the "80 day" limitation on persons teaching after retirement								3		3
	(f) Years of service in federal government-sponsored schools or plans to be counted as pensionable service			10	0	0	0	0	0	0	0
T.H.2	Integration of the Canada Pension Plan and the Teachers' Retirement Fund pension plan							110			
T.H.3	Canada Pension Plan and Teachers' Retirement Fund to remain separate							3			
T.H.4	Calculations affecting teachers' retirement to include service already rendered and improvements in the pension plan to be applicable to teachers already in service as well as to those entering teaching subsequent to the amendment					0	0	0	0	0	10

TABLE 10 (Continued)

I.D. NO.	GOAL	SOURCES ^a										
		1960	1961	1962	1963	1964	1965	1966	1967	1968	1969	
T.H.5	Supplementary pension allowances to be granted to those in receipt of disability pensions			0	0	100	00	00	00	00	00	
T.H.6	Teachers retiring because of disability to be eligible for pension payments if they take other employment								3			
T.H.7	Sabbatical leaves to be counted as pensionable service	10	0	0	100	00	00	100	300	00	0	
T.H.8	Teachers drawing salary continuance pay from any accepted insurance program to be eligible for pension benefits at age 65 based upon salary continuance payments									10	0	

Note.- 1 = Minutes of the ARA (Annual Representatives Assembly), 2 = Economic Bulletin, 3 = Briefs to Cabinet, Education Department, et cetera, 8 = ATA Magazine, 0 = Policy Handbooks.

^aNumbers in this table should not be read as frequencies. Each digit represents one source as indicated in the note at the foot of the table.

TABLE 11

ATA GOALS RELATED TO INSURANCE

I.D. NO.	GOAL	SOURCES ^a									
		1960	1961	1962	1963	1964	1965	1966	1967	1968	1969
T.I.1	Group medical, hospital, life and salary continuance insurance plans to be included in collective agreements	10 0	00	00	18 00	0	08	0	12	0	
T.I.2	Compulsory participation in group medical, hospital and life insurance programs by all teachers in jurisdictions where such programs exist	22	2	2							
T.I.3	Non-inclusion of teachers in Federal Unemployment Insurance Plan								3		
T.I.4	School boards to carry adequate accident insurance policies for teachers injured in the performance of their duties					11 00	00	00	20 0	00	
T.I.5	Vocational teachers to be included in the categories of employees covered under the Workmen's Compensation Act						10	0	0		
T.I.6	Provision for adequate liability insurance for teachers	00	00	00	10 0	00	00	00	20 0	00	

Note.- 1 = Minutes of the ARA (Annual Representatives Assembly), 2 = Economic Bulletin, 3 = Briefs to Cabinet, Education Department, et cetera, 8 = ATA Magazine, 0 = Policy Handbooks.

^aNumbers in this table should not be read as frequencies. Each digit represents one source as indicated in the note at the foot of the table.

Cluster J -- Physical Conditions

Only two specific goals were found in this area: the first of them, is an extension of the general objective of more involvement in decision making, and claims a consultative role for teachers in the design and planning of school facilities (T.J.1, Table 12, page 86). The second objective in Table 12 refers to the conditions of rental of teacherages: it aims at providing teachers with ample notice of any rental increases which might influence the teacher to seek employment elsewhere. This goal (T.J.3) supplanted the idea of negotiating teacherage rental contracts into collective agreements in 1963.

Cluster K -- Association Security

The goals in this group were designed to prevent erosion of the membership base of the Association and its various bargaining and legal rights. In addition there were some goals in this cluster which sought to extend and strengthen the Association's influence.

Goal T.K.1 (Table 13, page 87) -- membership in the ATA as a condition of employment, was achieved with the passing of the Teaching Profession Act amendment in 1936, (Odynak, 1963, pp. 136 ff) its reiteration in the 1960's hardly seemed necessary but it is perhaps an indication that in the perception of teachers there were still forces at work that would destroy this right if they were not kept in check.

The next three goals in Table 13 (T.K.2, T.K.3, T.K.4) express the views of the Association on matters of teacher certification and evaluation of qualifications. The original official position taken (T.K.2) was that the University of Alberta should be the organization responsible for evaluating teachers' educational qualifications for

TABLE 12

ATA GOALS RELATED TO PHYSICAL CONDITIONS

I.D. NO.	GOAL	SOURCES ^a									
		1960	1961	1962	1963	1964	1965	1966	1967	1968	1969
T.J.1	ATA and teachers to be consulted at all stages in the planning and design of school buildings	0	0	0	0	0	0	0	10	0	01 0
T.J.2	Notice of increase in rental of teacherages to be given in sufficient time for teachers to resign if new terms are unacceptable				10	0	0	0	0	20	0
T.J.3	Teacherage rental contracts to be negotiated into collective agreements	0	0	0							

Note.- 1 = Minutes of the ARA (Annual Representatives Assembly), 2 = Economic Bulletin, 3 = Briefs to Cabinet, Education Department, et cetera, 8 = ATA Magazine, 0 = Policy Handbooks.

^aNumbers in this table should not be read as frequencies. Each digit represents one source as indicated in the note at the foot of the table.

TABLE 13

ATA GOALS RELATED TO ASSOCIATION SECURITY

I.D. NO.	GOAL	SOURCES ^a										
		1960	1961	1962	1963	1964	1965	1966	1967	1968	1969	
T.K.1	Membership in the ATA as a condition of employment	0	0	0	10	0	0	0	0	20	0	
T.K.2	Evaluation of teacher education by the University of Alberta	1			1							
T.K.3	Evaluation of qualifications for salary purposes by the Teacher Qualification Board of the ATA					10	281 30	0	22			
T.K.4	Approval of selection, training and certification of teachers by the ATA	88 88					88					
T.K.5	Upgrading of the minimum qualifications required for certification	88 00	888 00	88 00	88 00	00 00	80 0	10 0	00 0	00 3		
T.K.6	(a) Abolition of the practice of hiring teachers on letter of authority (b) Prevention of teachers from entering classroom before the issuance of their letter of authority		8			1		1	10	0		
T.K.7	Minimum standards to be established for the qualifications of vocational teachers						10	10	10	0		
T.K.8	All teacher/librarians to hold valid Alberta teaching certificates	0	0	0	0	0	0	0	10	0	0	

TABLE 13 (Continued)

I.D. NO.	GOAL	SOURCES ^a										
		1960	1961	1962	1963	1964	1965	1966	1967	1968	1969	
T.K.9	Development of criteria governing the employment of instructional personnel who do not require teaching certificates								11 00	00	0	
T.K.10	Provision for prosecution of school boards which knowingly employ unqualified persons	0	0	0	0	0	0	0	1			
T.K.11	Prevention of legislation that would change the status of the ATA from that of an independent profession	0	0	0	0	0	0	0	0	0	10	
T.K.12	Inservice education to be a prime responsibility of the ATA	8										
T.K.13	Prevention of teachers from accepting assignments for which they are not qualified or in which the working conditions are unacceptable								10	10	0	
T.K.14	Negotiation of adequate time off for ATA Executive Council members to perform the functions of their office	0	0	0	0	0	0	10	0			
T.K.15	Only qualified persons to be appointed to all teaching and supervisory positions	0	0	0	0	0	0	0	0	0	0	
T.K.16	No teacher to commence teaching without a valid Alberta certificate					10	0	0	0	0	0	

TABLE 13 (Continued)

I.D. NO.	GOAL	SOURCES ^a									
		1960	1961	1962	1963	1964	1965	1966	1967	1968	1969
T.K.17	Only courses taught by certified teachers to be counted for High School credit	0	0	0	0	0	0	0	0	0	0

Note.- 1 = Minutes of the ARA (Annual Representatives Assembly), 2 = Economic Bulletin, 3 = Briefs to Cabinet, Education Department, et cetera, 8 = ATA Magazine, 0 = Policy Handbooks.

^aNumbers in this table should not be read as frequencies. Each digit represents one source as indicated in the note at the foot of the table.

certification and salary purposes, but even as early as 1960 there was some expression of the later view adopted by the ATA that the professional association should have control of certification and evaluation (T.K.3, T.K.4). The history of negotiations on this issue have been documented in detail by Angus (1968).

A third group of goals in Table 13 (T.K.5, T.K.6, T.K.7, T.K.8, T.K.9, T.K.10) is concerned with minimum standards of entry into the professional association. According to secondary sources (ATA, 1960b and 1961i, p. 28) the consistent policy of the ATA has been in favour of a minimum of four years of teacher education prior to permanent certification. This objective, however, has been pursued by seeking first a change from one to two years training prior to interim certification and then a change from two to three years. The abolition of letters of authority (T.K.6) is consistent with this general aim of establishing higher minimum professional qualifications for teachers. Three of the goals in this group (T.K.7, T.K.8, T.K.9) refer to special groups of teachers whose qualifications do not fit the regular mold but for whom, nevertheless, the ATA desired minimum standards. In the case of vocational teachers (T.K.7) three alternative combinations of qualifications were set as minimal:

1. (a) matriculation, and (b) completion of a program of studies in the Department of Industrial and Vocational Education of the University of Alberta required for first certification, and (c) a journeyman's certificate or its equivalent and five years of trade experience after qualifying for a journeyman's certificate, or
2. (a) matriculation, and (b) completion of a program of studies in the Department of Industrial and Vocational Education of the University of Alberta required for first certification, and (c) trade qualifications acceptable to the Department of Industrial and Vocational Education of the University of Alberta, or

3. (a) an Alberta teaching certificate, and (b) trade qualifications equivalent to (1)(c) or (2)(c) (ATA, 1966m, Res. 60E).

No specific requirements were set for teacher/librarians other than that they should be eligible for Alberta certification (T.K.8). A similarly general statement of the need for criteria to govern conditions of employment of non-certificated personnel (T.K.9) was the subject of two resolutions in 1967 and the longstanding complaint of the ATA that school boards could not be prosecuted without ministerial consent, for hiring unqualified personnel was re-affirmed by resolution in that year (T.K.10) (ATA, 1967(1)).

The remaining four goals in Table 13 are each aimed at a different aspect of maintaining the entity of the Association. T.K.11 sought to prevent legislation that would encroach upon the independence of the ATA and reduce the teaching force to the status of an arm of the civil service. This goal appears most frequently in the various sources, in association with goals aimed at retaining the privileges of the Association under the Alberta Labour Act (ATA, 1960n, Res. 15.07). T.K.12 expresses the view that the professional association should have the prime responsibility for in-service education while T.K.13 would provide some kind of statutory or ATA disciplinary sanctions against teachers accepting inappropriate teaching assignments and the institution of grievance procedures against boards making such assignments. T.K.14 provides for the Association's business to be adequately cared for, by seeking to ensure that Executive Council members would obtain time off, without penalty, to perform their functions.

The last three goals in Table 13 (T.K.15, T.K.16, T.K.17) are concerned with protection of membership status in the Association and

and with the restriction of instructional activities to Association members. These goals are not really in contradiction to T.K.9, which admits the possibility of involvement in instruction of non-certificated personnel, for it is stated elsewhere that any such involvement should be under the direction of certificated teachers.

Cluster L-- Miscellaneous

In Table 14 (page 93) are eight goals which could not be readily classified under specific cluster titles. The first of them (T.L.1) is highly specific and applied only to a small group of teachers who, having accepted a vocational bursary did not take employment with the board which granted it and were, therefore, required to repay the bursary amount. The objective of the ATA under these circumstances was to reduce the burden on the teacher concerned by requiring him to repay only the school board's contribution to the bursary and not that of the Provincial Government.

The second goal in Table 14 (T.L.2) was aimed at increasing the mobility of teachers by giving reciprocal recognition of teaching certificates throughout Canada. T.L.3 (Table 14) sought to protect teachers from any discrimination on the part of employing boards, arising from the teacher's political activity. The fourth goal in the table (T.L.4) indicated at least some degree of willingness on the part of the ATA to settle teachers' salary and working conditions by co-operation with the ASTA rather than through local bargaining.

Travel allowances for teachers travelling on school business (T.L.5), equality of opportunity for all teachers to gain administrative appointments (T.L.6), negotiation of an acceptable definition of a

TABLE 14

MISCELLANEOUS ATA GOALS RELATED TO SALARY AND WORKING CONDITIONS

I.D. NO.	GOAL	SOURCES ^a									
		1960	1961	1962	1963	1964	1965	1966	1967	1968	1969
T.L.1	Amendment of vocational bursary regulations to provide that the student is responsible to the school board for only that part of the bursary actually provided by the board					10	0	0			
T.L.2	Reciprocal recognition of teaching certificates among provinces where equivalent requirements apply	0	0	0	0	0	0	0	10	0	0
T.L.3	Prevention of discrimination against teachers taking part in politics	0	0	0	0	0	0	0	0	0	13
T.L.4	Cooperation with ASTA in establishing teachers' salary and working conditions								8		0
T.L.5	Provision for travel allowances for teachers travelling on school business	0	0	0	10	0	0	0	0	20	0
T.L.6	All qualified teachers to be eligible for appointment to administrative positions (See T.E.12, Table 7, p.										10
T.L.7	Definition of "School" to be the subject of negotiation between teachers and boards	01	0	0	10	0	0	0	0	0	0
T.L.8	Provision for any other regulations which concern teacher/board relations	0	0	0	10	0	0	0	0	20	0

TABLE 14 (Continued)

I.D. NO.	GOAL	SOURCES ^a										
		1960	1961	1962	1963	1964	1965	1966	1967	1968	1969	
T.L.9	Reorganization of the school year to a modified quarter system (See T.F.28, Table 8, p.											310 810

Note.- 1 = Minutes of the ARA (Annual Representatives Assembly), 2 = Economic Bulletin, 3 = Briefs to Cabinet, Education Department, et cetera, 8 = ATA Magazine, 0 = Policy Handbooks.

^aNumbers in this table should not be read as frequencies. Each digit represents one source as indicated in the note at the foot of the table.

"school" (T.L.7), and the "catch-all" objective of provision of any other regulations which concern teacher/board relations (T.L.8), are other objectives classified in this cluster, summarized in Table 14. The last goal in the table (T.L.9) expresses the ATA desire for a re-organized school year which would involve operation of schools for the full twelve months divided into four quarters with three quarters the equivalent of a normal school year. Teachers would be required to teach only three out of four quarters (or six out of eight).

GOAL INTENSITY

As indicated in Chapter III, four criteria were used in an effort to assign to the goals expressed a degree of intensity. These criteria were: frequency of mention in the sources examined, nature of sources in each case, the judgement of people interviewed, and the semantic content of goal statements. The degree of intensity assigned was regarded as an indication of the level of organizational commitment to the goal concerned. A "high intensity" goal was thought to be one which had very great organizational commitment and one to which the achievement of considerable resources would be allocated. A medium intensity goal was one which enjoyed considerable commitment but which might be de-emphasized or even abandoned in the pursuit of high intensity goals. The third group, "low intensity" goals, were regarded as desirable objectives which would be pursued only after some degree of achievement of goals in the other two groups. In collective bargaining parlance the latter group were "trading items" which would be dropped in exchange for some perceived gain in other areas.

Application of Criteria

There were several general problems encountered in determining goal intensity. The first of these was that all goals were potentially important even if mentioned only a few times in the sources examined. This tended to make frequency counts unreliable indicators of intensity, underemphasizing the strength of some goals. A second problem with frequency counts, causing the opposite phenomenon of exaggeration of the importance of some goals, was the ATA practice prior to 1967 of allowing all resolutions of Annual Representative Assemblies (Annual General Meetings) to remain in policy until specifically modified or repealed by subsequent resolutions. This practice meant that any goal once set could remain in policy and appear in each subsequent edition of the Policy Handbook without being reaffirmed or discussed. A simple count of the frequency of restatement in this case would exaggerate the importance of such a goal. A third problem also associated with frequency counting, was that some goals were very strong for part of the time period but unimportant at other times. In any overall count a goal that is mentioned with very great frequency in two or three years and not at all in other years would perhaps appear to have the same intensity as goals which were mentioned once or twice in every year.

The method of application of the four intensity criteria as described below was designed to minimize (though it could not eliminate) the effects of these three problems:

Method of application. 1. Frequency of mention in all sources was the first criterion used. All goals were classified as "High," "Medium" or "Low" intensity on the basis of the number of times they were

expressed in the sources. The average frequency of mention for all 123 goals was eleven and this figure was chosen as the dividing point between low and medium intensity goals. Any goal mentioned less than eleven times was placed, at this first stage, in the low intensity group. Twenty-one was chosen, on the basis of the distribution of frequencies, as the second point of division--goals with eleven to twenty mentions were placed in the medium intensity group and those with twenty-one or more were classified initially as high intensity. Table 55 in Appendix D1, page 292, shows the distribution of frequencies of occurrence for 123 goals from five sources.

2. The second criterion, nature of sources, was introduced next. At this stage data from the secondary source and from the Policy Handbook were discounted, the former because the source could not be regarded as representing organizational policy and the latter because of the possibility of some goals that were not of current importance appearing in the Policy Handbooks. The remaining references to goals were then counted and tabulated; Table 56 Appendix D2, page 294, shows the complete frequency distribution of goals in the three major primary sources. In this case the average frequency of occurrence was 2.77 and the cut-off point for low intensity goals was placed at 2. All goals that were mentioned less than twice were placed in the low category on this criterion, those that were recorded from two to five times were placed in the medium group and those registering six or more times were regarded as high intensity.

3. The third criterion used was the expressed opinion of eleven ATA representatives who were interviewed. If seven or more of these people had classified a goal as "very important" (see interview schedule

- Appendix A) it was placed in the high intensity group on this criterion. If a goal was stated to be "relatively unimportant" six or more times it was placed in the low intensity group. Any goal statements not classified as high or low intensity were placed in the medium intensity category. The responses of the eleven persons interviewed are summarized in Table 57, Appendix D3, page 296 .

4. Finally the wording of the goal statements in primary sources was examined and extra weight was assigned to any that were strongly worded in one or more of the sources. A statement was classified as "strongly worded" if it contained such words or phrases as were thought to express a very high degree of organizational commitment to the goal concerned. All strongly worded goal statements used in this part of the analysis are indicated in Table 58, Appendix D4, page 299.

When every goal statement had been placed in a category for each criterion that could be applied, (a complete list of placings for each goal is given in Appendix D6, Table 59, page 303) a final assignment of intensity was made on the following principles: if only frequency data were available (the first two criteria), criterion 2: "Nature of Source" was used to make final placement in the case of disagreement between the two; if three or four criteria could be applied "Interview" and "Semantic Content" placings were used in preference to frequency placings where there were discrepancies between placings; finally, if discrepancies between the assignments made on different criteria were large some explanation was sought; such explanations are offered in the following pages. Detailed examples of the application of intensity criteria are set out in Appendix D5, page 301.

Goal Intensity Findings

In Table 15, page 100 are presented the results of the application of goal intensity criteria to ATA data. Of the 123 goals isolated from the sources, thirty-one were found to be of high intensity, according to the method of intensity determination used, fifty-nine were of medium intensity and thirty-four were of low intensity. Approximately fifty percent of the high intensity goals were from two clusters: D-- Salary and Allowances and F-- Professional Load with a particularly high percentage from D-- the salary cluster, which contained only 14.6 percent of the total number of goals but contributed 22.6 percent of the high intensity goals. Other clusters with strong representation in the high intensity category were: B-- Bargaining Rights, and K-- Association Security, contributing 13.3 percent and 16.1 percent of the category. All other clusters with the exception of J--Physical Conditions and L--Miscellaneous had at least one goal that was of high intensity.

In the low intensity group G--Leave was the only cluster not represented, with H--Retirement Benefits having five out of its eight goals in this category. All other clusters had representation that corresponded fairly closely to the size of the cluster in the total group. This finding was also true of the medium intensity group although it did contain a disproportionate number of "Leave" and "Retirement" goals and also seven of the nine miscellaneous goals.

Examination of the actual goals that were of high intensity in each cluster indicated that in Cluster B-- Bargaining Rights, the most important objectives of the Association were those connected with retention of the Alberta Labour Act and its provisions as the basis of collective bargaining in the educational sphere. The four high

TABLE 15

SUMMARY OF FINDINGS CONCERNING INTENSITY OF 123 ATA GOALS

Cluster Title	ALL GOALS		LOW INTENSITY GOALS		MEDIUM INTENSITY GOALS		HIGH INTENSITY GOALS	
	No. of Goals	Per Cent of Total	No. of Goals	Per Cent of Total	No. of Goals	Per Cent of Total	No. of Goals	Per Cent of Total
B. Bargaining Rights	14	11.4	5	14.7	5	8.3	4	12.3
D. Salary and Allowances	18	14.6	3	8.8	8	13.3	7	22.6
E. Hiring, Severance, Transfer and Tenure	12	9.8	4	11.8	5	8.3	3	9.7
F. Professional Load	30	24.4	8 ^a	23.5	15 ^a	25.0	8 ^a	25.8
G. Leave	6	4.9	0	0	5	8.3	1	3.2
H. Retirement Benefits, Pensions	8	6.5	5	14.7	2	3.3	1	3.2
I. Insurance, Safety, Medical	6	4.9	1	2.9	3	5.0	2	6.5
J. Physical Conditions	3	2.4	1	2.9	2	3.3	0	0
K. Association Security	17	13.8	5	14.7	7	13.3	5	16.1
L. Miscellaneous	9	7.3	2	5.9	7	11.7	0	0
TOTALS	123	100.0	34	99.9	59	99.8	31	99.4
TOTAL PERCENTAGE	100.8		27.6		48.0		25.2	

^a The three figures marked with an "a" total 31 rather than 30 (the correct number of goals in the cluster). This is because one goal in the cluster was clearly unimportant up to 1965 when a change of policy caused it to become very important. This goal (T.F.17) was counted twice in the determination of intensities. The final totals in the table are correspondingly affected.

intensity goals in this cluster were: T.B.1⁵--continued inclusion in the Alberta Labour Act, T.B.2-- prevention of compulsory arbitration legislation, T.B.8 --negotiation into agreements of grievance procedures similar to those in the Labour Act, and T.B.9 --the continued use of all legal means (which under the Labour Act includes the use of strikes and other sanctions) of concluding agreements with boards.

In Cluster D --Salary, the high intensity goals were: T.D.1, T.D.4, T.D.5, T.D.6, T.D.7, T.D.11 and T.D.14. The first five of these were all concerned with the salary schedule, T.D.11 with special allowances and T.D.14 with protection of salary status for all teachers. The major objectives of the Association in this area appear to have been maintenance of the single salary scale (T.D.1), negotiation on the basis of the fourth year range (T.D.4), increases in basic salary for all teachers (T.D.5), increases in increments (T.D.6), faster progression to maximum salaries (T.D.7), increases in special function allowances-- particularly for administration (T.D.11) and prevention of salary reduction as a result of negotiation (T.D.14).

There were three high intensity goals in Cluster E --Hiring, Severance, Transfer and Tenure. T.E.1, which appears also in Cluster K as an Association Security goal, called for increase in the basic qualifications required before a person could be hired as a teacher, with the ultimate objective of four years of teacher education as the minimum qualification. The right to appeal all cases of dismissal, transfer, resignation and termination of designation to a Board of Reference was the second very strong goal in this cluster (T.E.8) and

⁵The goal identification numbers are those used in Tables 3 - 14.

the third was the objective of protecting job tenure (T.E.10). This third goal was not equally strong throughout the ten years. It appears to have become particularly important after 1964 when the rules suggested for the accreditation of some school jurisdictions to conduct their own grade nine and grade twelve examinations appeared to jeopardize the tenure of teachers in such districts, which were to be exempt from the tenure provisions of the School Act. Perhaps a second factor in the increase in importance of this goal was the ASTA pressure to extend (rather than reduce or abolish) the probationary period for beginning teachers.

Two areas of professional load were of greatest importance. First was the reduction of teaching load (T.F.1) by establishing standards concerning maximum hours of instruction, maximum number of subject preparations, pupil-teacher ratios, ratios of teachers to teachers' aides (T.F.2), clerical assistance for teachers (T.F.5) and preparation time (T.F.10). Secondly, the Association vigorously sought increased participation in decision-making (particularly in the area of curriculum) (T.F.29) and a modern definition of teaching duties (T.F.4) including in the latter part of the decade relief from noon-hour supervision of pupils (T.F.17).

The only high intensity goal in Cluster G -- Conditions of Leave was T.G.1 calling for inclusion of sabbatical leave provisions in all agreements. Cluster H -- Retirement Benefits and Pensions, also contained only one high intensity goal: T.H.1 -- a composite objective designed to achieve improvements in the provisions of the Teachers' Retirement Fund Act.

Two insurance goals (Cluster I) were found to be of high intensity; one of them, T.I.4, became important only in the second half

of the decade and sought adequate accident insurance coverage for teachers who might be injured while performing their duties. The second important goal in this cluster was provision for adequate liability insurance for teachers (T.I.6).

None of the three goals in Cluster J-- Physical Conditions was of high intensity while in Cluster K-- Association Security there were five. Three of the five, T.K.5, T.K.7 and T.K.16, were concerned with the membership base of the Association, each designed to define and upgrade in some respect the minimum standards for entry to the profession and hence to strengthen the claim to professional status. T.K.5 called for an increase in the minimum years of professional training prior to certification, T.K.16 sought to establish full teacher certification as an indispensable condition of entry to the profession and T.K.7, which became important only in the last four years of the decade, is designed to prevent erosion of the Association's standards of entry to the profession by establishing professional standards for vocational teachers.

The remaining two highly important goals in the area of Association Security were to protect the status of the ATA as the unique professional organization for teachers in the Province (T.K.1) and to extend its prerogatives into the area of evaluation of teachers' qualifications for salary purposes (T.K.3).

There were no high intensity goals in Cluster L-- Miscellaneous Goals Related to Salary and Working Conditions.

Summary of Chapter

This chapter has presented the findings of the investigation relative to sub-problem number 1. One hundred and twenty-three goals

of the ATA were found expressed in five sources, over the ten years; 1960 - 1969. These goals were able to be grouped into ten of the thirteen field clusters developed for classification of provisions in collective agreements. The clusters which contained most goal statements were: F-- Professional Load, D-- Salary and Allowances, K -- Association Security and B --Bargaining Rights and Procedures.

Four criteria of intensity were applied to the 123 goal statements and on the basis of the results each goal was assigned to one of three intensity categories: high, medium and low. High intensity goals were defined as enjoying a high degree of organizational commitment; goals in the other two intensity categories were thought to be relatively less important to the Association. Of the 123 goals, thirty-one were found to be in the high intensity category; twenty-four of these were in the four largest clusters, F, D, K and B, with fifteen accounted for by the F and D-- Professional Load and Salary-- clusters.

CHAPTER V

GOALS OF THE ALBERTA SCHOOL TRUSTEES' ASSOCIATION

BARGAINING ISSUES AND PROBLEMS

In order to identify bargaining issues and problems it was necessary to compare ATA goals with those of the management actor in the Industrial Relations System; accordingly the goals of school boards regarding teachers' salary and working conditions were examined by a study of goal statements made in official publications of the ASTA. In this chapter the findings concerning ASTA goals are presented and compared with those in Chapter IV.

The problems dealt with in the chapter are related problems 1 and 3 (Chapter I, page 3):

1. What congruence can be found between the stated goals regarding teachers' salary and work conditions, of the ATA and those of the ASTA?
3. What congruence can be found between the stated goals of the respective organizations and the goals expressed by individuals representing the organizations in actual bargaining sessions?

In the case of the ASTA some goal statements could be classified in twelve of the thirteen field clusters (only Cluster A was excepted). The goals are presented in a similar manner to those of the ATA in the previous chapter. Tables 16 - 27 summarize the goal data and the sources from which they were taken. As in the case of ATA goals, an identification number was assigned to each goal and used throughout to refer to that goal. The first "B" in the identification numbers corresponds to the "T" in the ATA goal numbers and indicates an ASTA

goal, the second letter in the numbers refers to field cluster and the numeral gives the position of the goal statement in the appropriate table in this chapter.

Cluster B -- Bargaining Rights

The two main groups of ASTA goals concerned with bargaining rights and procedures during the 1960's were designed on the one hand to change the legislative structure under which negotiations were carried out and on the other to change the composition of bargaining units. Of the eighteen goals summarized in Table 16, at least fourteen can be seen to be directed to one or the other of these main objectives.

Desired changes in legislation. Goals B.B.1-B.B.8, B.B.14 and B.B.15 in Table 16, page 107, all refer to some aspect of change in the legislative arrangements for teachers' collective bargaining. The most consistent theme here was the removal of teachers' bargaining from the Labour Act: (B.B.1, Table 16)

. . .the removal of the teaching profession from the Labour Act and the substitution of compulsory arbitration is a goal towards which our Association should work (ASTA, 1961c, March 25).

The ASTA urges legislation to take board-teacher collective bargaining procedures out of the provisions of The Labour Act and to include regulations for this purpose in a separate legislative act (ASTA, 1964c, 1965d, 1966g, 1969e).

The alternatives suggested were: addition of clauses to The School Act (B.B.2, Table 16), special legislation to cover teacher/board bargaining (B.B.3) or the devising of procedures, other than collective bargaining, by which teachers might have a voice in decision making (B.B.5, B.B.14). After September, 1965 the Association showed

TABLE 16

ASTA GOALS RELATED TO BARGAINING RIGHTS

I.D. NO.	GOAL	SOURCES ^a									
		1960	1961	1962	1963	1964	1965	1966	1967	1968	1969
B.B.1	Removal of teachers' collective bargaining from the Alberta Labour Act	49	49		744	75	445	75	5	5	45
B.B.2	Additional clauses in the School Act to govern collective bargaining		9		7	7				9	
B.B.3	Special legislation to cover teacher-board collective bargaining					4			4		
B.B.4	Implementation of the recommendations of the Ludwig Report on the subject of collective bargaining between teachers and school boards					44					
B.B.5	Establishment of procedures other than collective bargaining by which teachers may have a voice in policy formation and execution					45	5	5	5	5	5
B.B.6	Establishment of a time schedule for bargaining				7	475	5	75	45	5	654
B.B.7	Retention of teachers' right to strike							7			
B.B.8	Compulsory mediation or arbitration in bargaining disputes		4			7		7			4

TABLE 16 (Continued)

I.D. NO.	GOAL	SOURCES ^a										
		1960	1961	1962	1963	1964	1965	1966	1967	1968	1969	
B.B.9	Establishment of legislation to enable school board to bargain through a regional association or zone		77	9		54	5	5	5	576 666 64		
B.B.10	Exclusion of administrative personnel from bargaining units: (a) Assistant Superintendents (b) Principals (c) Assistant Principals				7		4		65	45		
B.B.11	Establishment of the appropriate composition of a teachers' bargaining unit			4	44	44		9		7 7		
B.B.12	Provincial bargaining									4		
B.B.13	Collective action by school trustees for "quality education"							9		9		
B.B.14	Establishment of professional negotiations between teachers and boards						9					
B.B.15	Establishment of a special board under the Minister of Education to replace the Board of Industrial Relations, Grievance Boards and Boards of Reference, in maintaining sound teacher/board relations					4						
B.B.16	Penalties on bargaining parties that fail to observe deadlines or to bargain in good faith									4		

TABLE 16 (Continued)

I.D. NO.	GOAL	SOURCES ^a									
		1960	1961	1962	1963	1964	1965	1966	1967	1968	1969
B.B.17	Prevention of both teachers and trustees from acting on conciliation boards				9						
B.B.18	Restriction of collective agreements to salary matters and monetary benefits				4	5	5	5	5	5	54

Note.- 4 = ASTA Executive Council Minutes, 5 = ASTA Policy Handbooks, 6 = ASTA Salary Bulletin,
7 = ASTA Briefs to Legislative Council, et cetera, 9 = The Alberta School Trustee.

^aNumbers in this table should not be read as frequencies. Each digit represents one source as indicated in the note at the foot of the table.

support for the recommendations of the Ludwig Committee.⁶ This support represented some modification of the ASTA position particularly in the area of strike rights, the retention of which was one of the Ludwig recommendations (Government of Alberta, 1965, p. 112). There was one explicit reference in 1966 to the Association's acceptance of this recommendation, its previous opposition notwithstanding (B.B.7). The other Ludwig recommendations (Government of Alberta, 1965, pp. 112, 113) were very close to the expressed goals of the ASTA: the establishment of a time schedule for bargaining, (B.B.6, Table 16) incorporation of teachers' collective bargaining procedure in a new Act other than The Labour Act (B.B.1, B.B.3), exclusion of assistant superintendents from the bargaining unit (B.B.10), and compulsory mediation of disputes (B.B.8). Consistent with these objectives was the desire to have established a special board under the Minister of Education; other than Boards of Reference, Grievance Boards and the Board of Industrial Relations, to assist in establishing and maintaining good relations between teachers and trustees.

Modification of bargaining units. Goals numbered B.B.9-B.B.13 in Table 16, page 108, were designed to modify the scope of bargaining units in certain ways. For the ASTA, the establishment of an appropriate bargaining unit (B.B.11) meant the exclusion of administrative personnel (B.B.10) and increase of geographical area involved, preferably to a provincial level (B.B.12) but at least to the level of several boards combining for negotiation purposes (B.B.9, B.B.13).

⁶ The Ludwig Committee was appointed by the Provincial Legislature in 1964, to investigate the whole area of collective bargaining between teachers and school boards. Its report, containing the recommendations referred to here comprises Sessional Paper 85, 1965 of the Legislative Assembly.

There seems to have been some ambivalence with regard to the inclusion of principals in the bargaining unit, with some members of the Association pressing for exclusion and others not clearly in favour of this. A report by the Executive Director of the ASTA in 1963, partially based upon a survey of trustees' opinions, drew the conclusion that:

. . .there are balancing advantages and disadvantages to his [the principal's] presence in the collective bargaining unit (ASTA, 1963f, September 14).

By 1967, however, the Association's view had been distilled into the following policy statement:

The A.S.T.A. takes the position that the appropriate unit of teachers for collective bargaining excludes those persons whose principal duties are administrative or supervisory or who exercise managerial functions or are employed in a confidential capacity in matters relating to labour relations (ASTA, 1968f, no. 106).

A long-standing goal of the Association was to gain the right for groups or associations of boards to negotiate jointly with teachers in their several jurisdictions and eventually to establish provincial salary negotiations. These suggestions were made strongly by writers in the secondary source and by executive staff in the Salary Bulletin throughout the period and appear to have culminated in the following policy statements enunciated in 1969:

The Association favors the principle of provincial-wide bargaining with the Alberta Teachers' Association in the matter of teachers' salaries (ASTA, 1970, No. 111).

The ASTA urges the Provincial Government to pass enabling legislation allowing school boards to bargain collectively with teachers and their bargaining agent through a regional association of school boards which may enter into a collective agreement applicable to all members of said Association (ASTA, 1970, No. 112).

The remaining goals in Table 16 are designed: to institute penalties on parties failing to meet bargaining deadlines or to bargain in good faith (B.B.16); to ensure the impartiality of the conciliation process by banning both teachers and trustees from acting on conciliation boards (B.B.17); and finally, to restrict the collective bargaining process to salaries, allowances and fringe benefits required by law, strictly precluding bargaining concerning other conditions:

Collective agreements should be restricted to matters of salaries for general and specific purposes, special allowances, sick leave and other benefits specifically required by law. Administrative procedures pertaining to role specifications of supervisory personnel, provision of stenographic and clerical services, classroom load, the provision of classroom facilities, etc., should be divorced from collective agreements and established through board policies arrived at through the cooperation of board, administration, and teaching staff. (ASTA, 1964c, No. 105).

Cluster C -- Regulation and Duration of Agreements

The three goals in Table 17, page 113, reflect the desire of the ASTA during the study period, to change to "calendar year" agreements rather than "school year" agreements (B.C.1, Table 17), to extend agreements to cover longer periods than the usual twelve months (B.C.2) and to restrict the continued application of old agreements when negotiations became prolonged (B.C.3). These goals were consistent with the general view of the Association that inordinate amounts of time were consumed in the bargaining process. Goals B.C.2 and B.C.3 in particular, would help to reduce time spent -- in the first case by extending the duration of agreements and in the second case by offering an incentive to prompt settlement of new agreements.

TABLE 17
ASTA GOALS RELATED TO REGULATION AND DURATION OF AGREEMENTS

I.D. NO.	GOAL	SOURCES ^a									
		1960	1961	1962	1963	1964	1965	1966	1967	1968	1969
B.C.1	Calendar-year agreements										64
B.C.2	Duration of agreements to be longer than one year							6		6	
B.C.3	In the event of delayed negotiation salary schedules to remain in effect only to the end of the current school year						4				

Note.- 4 = ASTA Executive Council Minutes, 5 = ASTA Policy Handbook, 6 = ASTA Salary Bulletin,
7 = ASTA Briefs to Legislative Council, et cetera, 9 = The Alberta School Trustee.

^aNumbers in this table should not be read as frequencies. Each digit represents one source as indicated in the note at the foot of the table.

Cluster D -- Salary and Allowances

Five groups of goals comprise Table 18, page 115, reflecting ASTA attitudes to salary increases, the basis of salary determination, the payment of various kinds of allowances, salary control, and merit pay.

Salary increases. The prime objective here seems to have been to restrain general salary increases as much as possible (B.D.1, Table 18) by resisting pressures for large salary increases which presumably might become precedents for future increases (B.D.2, Table 18). A second aim was to prevent small increases (B.D.3) which might become the "thin edge of the wedge" (ASTA, 1968g, No. 17) and which create small differences between contiguous jurisdictions that might be used in "whipsaw" tactics by the ATA (ASTA, 1967f, No. 10). The Salary Bulletin during the latter part of the period regularly carried admonitions to boards to, "hold the line," and to resist high percentage increases and to keep salaries comparable with those in other jurisdictions. The sources contained few specific guidelines as to what were reasonable increases in salaries but in the latter half of the decade when The Salary Bulletin was published regularly, settlements of fourteen percent or more were regarded as far too high (ASTA, 1966e, No. 3) and there was some direct recommendation to boards that they restrict themselves to general increases of no larger than four to six percent (ASTA, 1967f, No. 2).

Salary determination basis. The general principles that were set for ASTA's determination of appropriate salaries for teachers are summarized in goals B.D.6 and B.D.7 in Table 18, page 115 -- comparability of teachers' salaries with those of people with equivalent

TABLE 18

ASTA GOALS RELATED TO SALARIES AND ALLOWANCES

I.D. NO.	GOAL	SOURCES ^a									
		1960	1961	1962	1963	1964	1965	1966	1967	1968	1969
B.D.1	Holding down total cost of agreements					4		66		666 66	
B.D.2	Prevention of large increases in salary					4		6		666	
B.D.3	Prevention of "small" increases in salary schedules								6	666 666	
B.D.4	Fourth year range to be the basis of negotiations						4				
B.D.5	Establishment of fourth year minimum								6		
B.D.6	Teachers' salaries to be comparable with those of other groups with similar qualifications in Alberta					4	4		6	6	6
B.D.7	Maintenance of teachers' salaries at levels that will recruit, retain and give incentive to improve qualifications					5	45		66		
B.D.8	Removal of pro rata payments for partial years of teacher training							666 65	5	5	55
B.D.9	Exclusion of "bonus" payments from agreements								6		

TABLE 18 (Continued)

I.D. NO.	GOAL	SOURCES ^a							
		1960	1961	1962	1963	1964	1965	1966	1967 1968 1969
B.D.10	Exclusion of seven and eight year categories of training from salary grids				4	444			6
B.D.11	Elimination of all special allowances					5	5	5	5
B.D.12	Payment of principals' allowances on the basis of defined rooms						6		
B.D.13	Completion of an analysis of the principal's allowance and the whole role of the principal					4			
B.D.14	Salaries of school superintendents to bear an equitable relationship to salaries of administrators under their supervision					5	5	5	5
B.D.15	Substitute teachers to be paid grid rate only after eleven or sixteen consecutive days of teaching						6		
B.D.16	Introduction of some form of merit pay	9	49			5	5	45	5
B.D.17	Board discretion concerning the number of increments paid to teachers re entering the profession after lengthy absence from service					5	5	5	5
B.D.18	Isolation allowances to be specified as separate from the salary grid						4		

TABLE 18 (Continued)

I.D. NO.	GOAL	SOURCES ^a						
		1960	1961	1962	1963	1964	1965	1966 1967 1968 1969
B.D.19	Holders of Letters of Authority to receive a salary entitlement of no less than one year of training					4		
B.D.20	Prevention of provincial control of teachers' salaries				5	5	5	5
B.D.21	Establishment of salary "ceilings"				4			

Note.- 4 = ASTA Executive Council Minutes, 5 = ASTA Policy Handbook, 6 = ASTA Salary Bulletin,
7 = ASTA Briefs to Legislative Council, et cetera, 9 = The Alberta School Trustee.

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qualifications and maintenance of salary levels that will "recruit," "retain" and offer "incentive" for professional improvement.

The fourth year of teacher education range is accepted as the basis upon which negotiation should be conducted (B.D.4) and a key figure in the process was thought to be the fourth year minimum (B.D.5, Table 18). The only reference found to a specific figure for this fourth year minimum was in 1967 when one issue of The Salary Bulletin recommended \$5950-\$6100 as a suitable target (ASTA, 1967f, No. 10).

Allowances and payments to special groups of teachers. Twelve of the goals in Table 18, page 115, deal with various ways in which grid salaries might be increased for some teachers and with arrangements that might be made for teachers with special skills or needs. Goals B.D.8, B.D.9 and B.D.10 express opposition to three ways in which grid salaries could be increased. Pro-rata payments for partial years of training (B.D.8) were regarded by the Association as a means of artificially inflating the salary bill and it was recommended that boards attempt to remove such clauses from agreements, particularly after the fourth year of training.

In some jurisdictions bonuses were paid for length of service -- for example, a teacher remaining with one jurisdiction for a period of three years automatically received a bonus payment (repeated for every three years of service --ASTA, 1967f, No. 5). The aim of the ASTA was to eliminate such arrangements from salary agreements (B.D.9, Table 18).

Thirdly, in this sub-group of goals, was the Association's desire to prevent seven and eight years of teacher education from becoming recognized as additional salary categories in schedules (B.D.10).

The objectives of the ASTA in relation to payment of allowances are seen in goals B.D.11, B.D.12, B.D.13 and B.D.18-- first was the elimination of allowances for non-educational purposes such as war service or marital status (ASTA, 1964e, No. 133 - B.D.11). In B.D.18 is expressed the goal of clearly separating isolation allowances from the salary grid. This was apparently to prevent any misunderstanding of the salary rates in jurisdictions that were offering isolation allowances. There is some suggestion in B.D.13 that the ASTA were concerned about principals' administrative allowances but the only specific suggestion of an objective is found in B.D.12, Table 18, which would base administrative allowances on the number of defined rooms rather than on number of teachers or pupils.

Four of the goals in Table 18 refer to special groups of teachers: B.D.14 suggests guidelines that might have been applied in setting salaries of superintendents (at that time mainly paid by the Department of Education). Goal No. B.D.15 deals with substitute teachers, suggesting that they should be paid at grid rates only after assuming regular responsibilities in a classroom for two or three weeks; B.D.17 refers to teachers hired after a lengthy absence from the profession, claiming that boards should be able to exercise discretion in the grid placement of such teachers in their first year; finally the Association was interested in providing a basic entitlement of one year of teacher education for holders of letters of authority, so far as salary status was concerned (B.D.19, Table 18, page 117).

Salary Control. The ASTA was opposed to Provincial control of teachers' salaries by senior government (B.D.20, Table 18 but, at least during the early part of the decade, seemed to support the notion of

established salary ceilings on a zonal basis:

Possibly zone ceilings should be adopted as a guide only and without any compulsory or binding attachment (ASTA, 1960c).

Merit Pay. Throughout the period of investigation the ASTA was clearly in favour of the introduction of some form of merit pay for teachers (B.D.16):

The Association favors a plan of rewarding meritorious service by teachers, the criteria for such merit assessments to be established collectively by trustees, administrators and teachers (ASTA, 1969f, No. 117).

Cluster E -- Hiring, Severance and Transfer

Hiring of teachers. In this cluster there are four groups of goals. The first consists of ASTA goals relative to evaluation and hiring of teachers. In the case of the ATA evaluation objectives are classified under Cluster K--Association Security, but since the ASTA had no aspirations of its own to become involved in evaluation, such goals are included in Cluster E as pre-conditions to acceptable hiring procedures. The ASTA position was that evaluation of teachers' qualifications should be the prerogative of the Education Department and should form the basis of Foundation Program funds allocated to boards (B.E.1 and B.E.2, Table 19, page 121). Goal No. B.E.8 expresses opposition to increasing the minimum requirements for certification while the objective of increasing the statutory probationary period for beginning teachers from one to two years was frequently repeated during the period (B.E.7, Table 19). It appears then, that the Association wanted boards to be able to hire and pay teachers on the basis of Department of Education evaluations, on two years probation (no tenure or appeal to a board of reference in case of

TABLE 19

ASTA GOALS RELATED TO HIRING, SEVERANCE AND TRANSFER

I.D.
NO.

GOAL

SOURCES^a

1960 1961 1962 1963 1964 1965 1966 1967 1968 1969

B.E.1

Control of Department of Education over evaluation for salary purposes as well as certification

9 9

B.E.2

Evaluation of years of service for salary purposes to be tied to amounts available from the Foundation Program

6

B.E.3

Acceptance into university vocational education programs of any person holding journeyman's papers and having three years successful work experience on the basis of a placement examination in lieu of matriculation

4

B.E.4

Establishment of June 15 as the final date for resignation of teachers

47 7 47

B.E.5

Establishment of April 30th as final day for both resignations and terminations of contract

7

B.E.6

Establishment of April 1st as final day for termination of contract by either party

5 5 5 5 75 75

B.E.7

Two year probationary period for beginning teachers

77 7 75 5 775 5 75 75

TABLE 19 (Continued)

I.D. NO.	GOAL	SOURCES ^a									
		1960	1961	1962	1963	1964	1965	1966	1967	1968	1969
B.E.8	Prevention of extension of minimum period of teacher education before certification				7						
B.E.9	Transfer conditions applying to teachers to apply to principals and vice principals			7		5	5	5	5	5	75
B.E.10	Greater flexibility in appointment of principals and vice principals			77		4		75	574	55	755
B.E.11	One year probationary period for newly designated principals and vice principals			47							7
B.E.12	Termination of administrative designations not subject to appeal to a Board of Reference					4					
B.E.13	Removal of tenure for principals										7
B.E.14	Prevention of job security above the level of the principalship			4							
B.E.15	Reasons for termination of teacher contracts to be given to teachers in writing			4							
B.E.16	Both boards and teachers able to make representations to the Minister of Education in cases of suspension and dismissal			4							

TABLE 19 (Continued)

I.D. NO.	GOAL	SOURCES ^a									
		1960	1961	1962	1963	1964	1965	1966	1967	1968	1969
B.E.17	Transfer costs of teachers who have been requested to move to be borne by boards at the discretion of the latter								4		
B.E.18	Only regularly certificated teachers to be hired for board operated kindergartens					4					

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7 = ASTA Briefs to Legislative Council, et cetera, 9 = The Alberta School Trustee.

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dismissal) and with a minimum of two years of teacher education (ASTA, 1963e, p. 14). In addition to these generally applicable requirements, vocational teachers were the source of some concern. In 1962 there was a moderately expressed fear that vocational teachers would become caught up in the ATA demand for "a degree for all teachers" (ASTA, 1962b, p. 2) and by 1969 the Association had adopted the policy of easing university entrance requirements to permit the attendance of journeymen wishing to qualify as vocational teachers (B.E.3, Table 19).

A final hiring objective set in 1963 was that boards should employ only duly certificated teachers to operate kindergartens that might be established in their districts.

Resignation and termination of contract. Three goals in Table 19 (B.E.4, B.E.5 and B.E.6) show the progression of ASTA objectives for the resignation date of teachers. A major argument for setting the date as early as possible (by 1964 the Association was trying for April 1st) was the fact that other provinces, particularly neighbouring provinces, had earlier dates than Alberta, to the detriment of recruitment in Alberta jurisdictions (ASTS, 1964a, p. 16). In addition to the earlier termination date the ASTA wanted the right for both teachers and boards to make representation to the Minister of Education in cases of suspension and dismissal (B.E.16) and for teachers to receive written statements of reasons for termination (B.E.15, Table 19, page 122).

Designation of teachers as school administrators. Six goals comprise a third group in Table 19, concerned with conditions of appointment and transfer of school administrators (B.E.9-B.E.14). The dominating theme here was the need for greater flexibility than was then permitted by the School Act (B.E.10, Table 19, page 122). The flexibility

desired was to extend to designation (B.E.10), transfer (B.E.9), and termination (B.E.11, B.E.12, B.E.13) of designation of both principals and vice-principals. The Association wanted similar conditions of designation and transfer of principals to those which applied to appointment of teachers. The designation should be determined "by agreement between the school board and the designee" (ASTA, 1968d, p. 4). The minimum number of teachers required in a school before mandatory appointment of a vice-principal should be increased to twelve (ASTA, 1966d, p. 4) (later the Association wanted vice-principals' designations to be entirely at the discretion of boards -- 1969d, pp. 13-14), and a probationary year subsequent to initial designation instituted (B.E.11, Table 19). Administrators' rights of appeal against termination of designation were to be removed (B.E.12, Table 19) and tenure for principals abolished.

Transfer of teachers. The ASTA wanted the same conditions of transfer to apply to both teachers and administrators (who enjoyed the privilege of being designated to a specific position in a particular school rather than just to the rank of principal or vice-principal.

In the view of the Association any transfer costs should be payable at the discretion of the board, and it therefore opposed any change in Section 349 of the School Act which throughout the ten years made it permissible, but not mandatory, to pay moving costs, or other expenses, for transferred teachers (B.E.17).

Cluster F -- Professional Load

The fundamental position taken during the 1960's by the ASTA, with regard to professional load is expressed in goal No. B.F.2,

Table 20, page 127 -- conditions of professional service were not to be bargained; most of the other twenty seven goals in Table 20 reflect this position in some measure.

Prohibited areas for bargaining. The first eight goals in Table 20 would preclude discussion of "free" time, preparation time, administrative time (B.F.1), conditions of employment (B.F.3), administrative procedures (B.F.4), clerical help (B.F.5), number of subject preparations (B.F.6), pupil/teacher ratios (B.F.7), and classroom loads (B.F.8) during salary negotiations. These objectives are closely allied with those in Cluster M -- Management Rights and Cluster B -- Bargaining Rights. The feeling of ASTA members was that negotiation in any of the above-mentioned areas would tend to restrict the freedom of boards and superintendents to manage the affairs of school jurisdictions in appropriate and economical ways (ASTA, 1966e, No. 8).

Instructional time. A second group of goals in Table 20, page 127, was designed to prevent encroachment on instructional time. The goals in this group (B.F.9-B.F.15 and B.F.28) range from, measures that would merely protect the statutory number of days that schools were open (B.F.11) from encroachment by such eventualities as civic holidays (Farmers' Days--B.F.10) and lengthy Easter holidays (B.F.12), to aims that had great potential effect upon teachers and their association. Among the latter group are the seemingly innocuous B.F.28 which would have given boards the right to set the teacher's work day and B.F.15 which might conceivably be interpreted to mean that all time during which the school was open teachers could be required to be engaged in instruction -- removing any possibility of preparation, planning or professional consultation time.

TABLE 20

ASTA GOALS RELATED TO PROFESSIONAL LOAD OF TEACHERS

I.D. NO.	GOAL	SOURCES ^a									
		1960	1961	1962	1963	1964	1965	1966	1967	1968	1969
B.F.1	No statements in collective agreements concerning amount of administrative time or "free" time to be allowed			4				6	66	6	
B.F.2	Conditions of professional service not to be bargained									66	
B.F.3	Exclusion of conditions of employment from collective agreement							6			
B.F.4	Non-inclusion of administrative procedures in agreements			4				6	6		
B.F.5	No negotiation of amount of clerical help to be given to teachers									6	
B.F.6	No negotiation of number of preparations to be made by teachers							6			
B.F.7	No negotiation of pupil/teacher ratios									6	
B.F.8	No negotiation of class loads							6			
B.F.9	Reorganization of the school year to allow release time for teachers without encroachment on instructional time							9		4	

TABLE 20 (Continued)

I.D. NO.	GOAL	SOURCES ^a									
		1960	1961	1962	1963	1964	1965	1966	1967	1968	1969
B.F.10	Civic holidays to be optional for school boards	7				4	7	7	5	75	5
B.F.11	Minimum of 200 days of actual instruction each year					5	5	5	5	5	5
B.F.12	Deletion of Easter Holidays	7									
B.F.13	Conventions to be hold on other than school days				4						
B.F.14	Internal ATA business to be conducted outside of school hours					5	5	5	5	5	5
B.F.15	No reduction in minutes of instruction per day until further study								4		
B.F.16	Deletion of section 8(c) from Education Department Regulations (concerning noon hour supervision)									44	4
B.F.17	Adequate supervision of pupils by certified staff continuously from arrival to departure					5	5	5	5	5	5
B.F.18	Liability insurance to cover the noon hour period	94									
B.F.19	Conditions of noon hour supervision of students to be decided by the board in consultation with the principals and staffs of the schools	4			944					44	94
										44	

TABLE 20 (Continued)

I.D. NO.	GOAL	SOURCES ^a									
		1960	1961	1962	1963	1964	1965	1966	1967	1968	1969
B.F.20	Establishment of appropriate working conditions for teachers engaged in Educational Television									6	
B.F.21	Television teachers employed by school boards precluded from holding proprietary rights or rights associated with use or distribution of the materials they produce									57	
B.F.22	Major responsibility for in-service education to rest with teachers								9		
B.F.23	In-service education to be carried on in part of the summer vacation					5	5	5	5	95	5
B.F.24	Internship for beginning teachers					54	5	5	5	5	5
B.F.25	Compulsory internship for beginning teachers										5
B.F.26	Lowering of pupil/teacher ratio			4							
B.F.27	Legislative provision to allow principals to be recalled to duty some days prior to school opening			7							
B.F.28	Teachers' time of arrival at and departure from school to be in the hands of school boards									7	

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7 = ASTA Briefs to Legislative Council, et cetera, 9 = The Alberta School Trustee.

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Two goals (B.F.13 and B.F.14, Table 20, page 128) with implications for both ATA locals and the Provincial ATA were those which sought to have all ATA business conducted outside of school hours (B.F.14) and to have teachers' conventions held on days other than school days (B.F.13).

Like the ATA the ASTA felt that reorganization of the school year would solve some of the problems of providing both adequate instructional time and time for teachers to prepare, plan and engage in in-service education (B.F.9). The ASTA, however, rejected the modified quarter system proposed by the ATA and developed a proposal for a semester system which would:

1. Provide two exit/entry points for all students in each school year.
2. Allow two weeks for professional development of teachers during the school year.
3. Provide time for teachers to prepare for the new school year and wrap up the old (ASTA, 1968e, p. 11).

The proposed semester system was perhaps the culmination of ASTA thinking about instructional time during the decade.

Noon hour supervision. Noon hour supervision of pupils became a contentious matter in the last few years of the 1960's. The change in position on this matter has been referred to above. By contrast the ASTA position was consistent throughout the period and is well summarized in Goal No. B.F.19 (Table 20) which makes the matter an area of board decision with consultation (but not negotiation) with principals and teachers. Goals B.F.17 and B.F.18 record other Association objectives for noon hour supervision: supervision by certificated staff (B.F.17) -- echoing the original ATA position that noon hour supervision was a "professional" responsibility -- and adequate liability

insurance to cover the board and teacher in the case of accident to students during the noon hour (B.F.18).

By the end of the decade the new ATA position was causing friction in some areas and the ASTA-- reaffirming its position as outlined above called for deletion of Section 8.(c) of the General Regulations of the Education Department which clearly made the matter of noon hour supervision negotiable (B.F.16):

8.(iii) In the event that agreement cannot be reached between the board and staff on appropriate arrangements for noon hour supervision, the matter shall be subject to negotiation as provided by section 358 of The School Act (Government of Alberta, 1962, p. 2).

The remaining eight goal statements in Table 20, page 129, cover five separate topics. B.F.20 and B.F.21 were concerned with the establishment of suitable conditions of work for teachers engaged in Educational Television production and proprietary rights for materials produced by such teachers. The ASTA considered that specialized E.T.V. functions should be performed as part of regular contractual duties and should not involve the acquisition of proprietary or distribution rights for programs or materials by teachers (ASTA, 1969f, No. 140).

Two statements express ASTA objectives concerning in-service education: it was to be carried on during the summer vacation (rather than taking instructional time-- B.F.23, Table 20) and the major responsibility for such education was to rest with the teachers themselves (B.F.22).

Internship for beginning teachers (B.F.24, B.F.25) was regarded by the ASTA as highly desirable and in fact by 1969 the policy statement had been modified to the following:

The A.S.T.A. urges the requirement of a compulsory period of internship as part of all pre-service teacher training programs. (ASTA, 1969f, No. 122)

The only specific goal relative to the duties of principals was that boards should have the statutory right to recall them to duty "some days" prior to school opening (B.F.27).

Finally, the ASTA recognized, in its goals related to professional load, that lower pupil-teacher ratios were inevitable (B.F.26, Table 20). The wording of this statement does not indicate that lower ratios were to be actively pursued, and certainly does not contradict the policy of not "negotiating" decreases with teachers, but there was apparently some desire to reduce ratios in the interests of better education:

. . .the gradual lowering of the pupil teacher ratio, evident in recent years, is inevitable if the general improvement in the level of education in the province is to be continued (ASTA, 1962g, Jan. 6, p. 10).

Cluster G --Leave

Only three goals were recorded concerning conditions of leave; they are reported in Table 21, page 133. The ASTA position was that accumulation of sick leave should be limited (B.G.1). The limit suggested was fifty days in jurisdictions that had not already exceeded that amount, and in others no further increases (ASTA, 1965c, Sept. 11).

With regard to sabbatical leaves the Association took the view that they should be granted at the sole discretion of the school boards with no negotiation of salary or other conditions at the bargaining table (B.G.2 and B.G.3). There was negative reaction to the suggestion

TABLE 21

ASTA GOALS RELATED TO LEAVE PROVISIONS

I.D. NO.	GOAL	SOURCES ^a									
		1960	1961	1962	1963	1964	1965	1966	1967	1968	1969
B.G.1	Limitation on accumulation of sick leave	44	4								
B.G.2	Sabbatical leave to be granted at sole discretion of the school board	5	54	5	5	5	5	5	5	5	5
B.G.3	No negotiation of salary or other conditions of leave									66	

Note.- 4 = ASTA Executive Council Minutes, 5 = ASTA Policy Handbook, 6 = ASTA Salary Bulletin,
7 = ASTA Briefs to Legislative Council, et cetera, 9 = The Alberta School Trustee.

^aNumbers in this table should not be read as frequencies. Each digit represents one source as indicated in the note at the foot of the table.

that stipend during sabbatical leave should be seventy-five percent of salary (ASTA, 1968g, No. 2) and rejection of the idea of bargaining with teachers over provisions for leave for "personal reasons" (ASTA, 1968g, No. 15).

Cluster H-- Retirement Benefits

The three goals in this cluster were stated at the time of the introduction of the Canada Pension Plan and express the concern of trustees that teachers would be successful in "decking" the Canada Pension Plan benefits on top of benefits from the Teachers' Retirement Fund with boards paying the Canada Pension Plan premiums. Accordingly, ASTA objectives were to integrate the two pension plans (B.H.1, Table 22, page 135), to gain representation on the Teachers' Retirement Fund Board (B.H.2) and to have the Provincial Government assist in the payment of Canada Pension Plan bill (B.H.3, Table 22).

Cluster I-- Insurance, Safety and Medical

The ASTA objectives with regard to group insurance plans are expressed in B.I.1 and B.I.3 (Table 23, page 136). By 1963 the Association wanted the right to engage in such plans extended to all boards (in the early part of the decade it was restricted to City School Boards -- a position that the ASTA favoured up to 1963 -- B.I.5). The Association was responsible for the development of the Alberta School Employee Benefit Plan which was introduced in 1967, providing term life and long-term disability insurance. All boards were encouraged to participate in the plan and to pay fifty percent of premiums (ASTA, 1969b, p. 1 B.I.4). The Plan had ATA approval.

The Association desired provision of accident and liability

TABLE 22

ASTA GOALS RELATED TO PENSIONS AND RETIREMENT

BENEFITS FOR TEACHERS

I.D. NO.	GOAL	SOURCES ^a									
		1960	1961	1962	1963	1964	1965	1966	1967	1968	1969
B.H.1	Satisfactory integration of the Teachers' Retirement Fund and the Canada Pension Plan						4				
B.H.2	Representation of the ASTA on the Teachers' Retirement Fund Board						4				
B.H.3	Provincial assistance for boards in paying the Canada Pension Plan bill						7				

Note.- 4 = ASTA Executive Council Minutes, 5 = ASTA Policy Handbook, 6 = ASTA Salary Bulletin,
7 = ASTA Briefs to Legislative Council, et cetera, 9 = The Alberta School Trustee.

^aNumbers in this table should not be read as frequencies. Each digit represents one source as indicated in the note at the foot of the table.

TABLE 23

ASTA GOALS RELATED TO INSURANCE, SAFETY AND
MEDICAL PROVISION FOR TEACHERS

I.D. NO.	GOAL	SOURCES ^a									
		1960	1961	1962	1963	1964	1965	1966	1967	1968	1969
B.I.1	Implementation of group insurance plans with boards contributing not more than 50% of premiums					44	4	44	464	6	5
B.I.2	Adequate provision for accident and liability insurance for trustees, teachers, non-certified employees and pupils			9		5	5	5	5	5	5
B.I.3	Provision in the School Act for all school jurisdiction employees to participate in insurance plans				7						
B.I.4	Implementation of the Alberta School Employee Benefit Plan										9
B.I.5	No participation of divisional districts in insurance schemes			4							
B.I.6	Continued right of boards to have participation in workmen's compensation benefits optional								4		

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7 = ASTA Briefs to Legislative Council, et cetera 9 = The Alberta School Trustee.

^aNumbers in this table should not be read as frequencies. Each digit represents one source as indicated in the note at the foot of the table.

insurance (particular mention of the latter was made above in relation to noon hour supervision) for teachers (B.I.2, Table 23) but wanted to retain the rights of boards to participate or not to participate in workmen's compensation benefits as they saw fit (B.I.6).

Cluster J -- Physical Conditions

With regard to physical conditions under which teachers were to work and live the ASTA favoured well-equipped school buildings (B.J.1, Table 24, page 138) which had been designed and planned with the co-operation and consultation of teachers and other interested parties (B.J.2).

The Association did not wish to engage in negotiation with teachers concerning the rental of teacherages. It was felt that teacherages should be operated on a business-like basis, which presumably meant rentals that would cover amortization of capital costs over a period of time, as well as maintenance and repair costs (B.J.3).

Cluster K -- ASTA Goals Impinging upon ATA Security

The security of the ASTA itself was not the subject of any goal statements. During the period of the investigation the Association was more concerned with the security of its individual constituent members and sought to protect certain management rights for boards rather than for the ASTA as an association of boards. The Association did stress cooperative, concerted action amongst its members which would enhance Association solidarity, but the goals expressing the desire for such cooperation were more appropriately classified under Cluster B -- Bargaining Rights and Cluster M -- Management Rights and are discussed in those two sections of this chapter.

TABLE 24

ASTA GOALS RELATED TO PHYSICAL CONDITIONS

I.D.
NO.

GOAL

SOURCES^a

1960 1961 1962 1963 1964 1965 1966 1967 1968 1969

B.J.1 School buildings should contain such equipment and supplies as will provide efficient learning situations and make optimum use of supervisory and teaching talent

B.J.2 All groups of people responsible for the operation of a school program should be represented in the planning of new school buildings and grounds

B.J.3 Teacherages in rural areas to be constructed and rented on an approved business basis without negotiation with teachers

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7 = ASTA Briefs to Legislative Council, et cetera, 9 = The Alberta School Trustee.

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Some goals of the ASTA were, however, directly applicable to aspects of the security of the teachers' association and they are presented in Table 25, page 140. Pursuance of goal No. B.K.1 was an attempt to give boards greater flexibility in hiring. Particularly in rural areas and in specialized subject areas it was difficult to find qualified teachers during the 1960's and some boards believed that at least a partial solution to the problem would be permission to hire qualified persons who were precluded by not having teaching qualifications or certification. The achievement of this objective would have necessitated changes in the membership structure of the ATA.

Three goals in Table 25 (B.K.2, B.K.3 and B.K.4) indicate the ASTA position (or positions) on the matter of evaluation of teachers' qualifications. The original position was clearly to prevent ATA control (B.K.2) and to maintain an independent evaluation agency under the Minister of Education (B.K.5, Table 25). After the negotiations which culminated in the establishment of the Teachers' Salary Qualifications Board the objective became that of urging acceptance of the policies of this Board by school boards (B.K.4). The question of whether this development is best interpreted as an instance of goal displacement or as an example of goal succession: the second objective following and based upon satisfactory accomplishment of the first is debatable. The point is discussed more fully by Angus (1968, pp. 328-329).

Goal number B.K.5 (Table 25) was consistent with the ATA objective on the same point and called for inter-provincial acceptability of professional qualifications for certification purposes.

The final goal in Table 25 (B.K.6) is related to the previously

TABLE 25

ASTA GOALS IMPINGING UPON THE SECURITY OF THE ATA

I.D. NO.	GOAL	SOURCES ^a									
		1960	1961	1962	1963	1964	1965	1966	1967	1968	1969
B.K.1	Provision of some instructional services by qualified people who are not certified teachers						7		575	55	
B.K.2	Prevention of ATA control of teacher certification and evaluation of qualifications						6				
B.K.3	Establishment of an independent agency for the evaluation of teachers' credentials for salary purposes					7	77				
B.K.4	Acceptance of the policies and principles of the Teachers' Salary Qualifications Board								6		
B.K.5	Certification equivalence for teachers with degree and professional qualification from other provinces							7			
B.K.6	Locally appointed superintendents and personnel reporting directly to the superintendent to be regarded as administrative line officers who owe their primary responsibility to the board						5	5	5	5	5

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 7 = ASTA Briefs to Legislative Council, et cetera, 9 = The Alberta School Trustee.

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discussed concern of the ASTA with the nature of administrative responsibility and accountability. The major problem for trustees was the potential conflict in loyalty amongst those teachers owing an administrative allegiance to school board policies and at the same time a professional allegiance to the ATA and its objectives. The emphasis of B.K.6 was to avoid the potential conflict by clearly defining the lines of accountability for certain personnel. The goal might be seen as an attempt at effective (if not actual) removal from the ATA of a number of teachers with administrative positions.

Cluster L--Miscellaneous Goals

The eight goals in Table 26, page 142, state the ASTA's interest in achieving:

1. cooperative action with teachers to provide better education and working conditions (B.L.1);
2. accurate cost analysis of all salaries and allowances and other conditions that might be negotiated (B.L.2);
3. establishment of board policies relating to recruitment, placing retention and in-service training of teachers (B.L.3);
4. compulsory T.B. tests for all employees (B.L.5); and
5. greater flexibility in terms of internship.

Another goal in this cluster reiterates in very general terms the desire to restrict the number and type of items that could be regarded as negotiable in collective bargaining (B.L.7, Table 26). The aim of achieving a unified policy for negotiations amongst boards is also repeated in a general goal statement (B.L.4).

The maintenance of legislation which prevented teachers from

TABLE 26

MISCELLANEOUS ASTA GOALS RELATED TO TEACHERS WORKING CONDITIONS

I.D. NO.	GOAL	SOURCES ^a						
		1960	1961	1962	1963	1964	1965	1966 1967 1968 1969
B.L.1	Cooperative action between trustees and teachers in providing better education and working conditions			4			9	
B.L.2	Accurate cost analysis of all salaries, allowances, fringe benefits and conditions of service negotiated by boards and teachers			4				
B.L.3	Establishment of board policies relating to recruitment, placement, retention and in-service training			5	5	5	5	5
B.L.4	Establishment of a common policy among school boards for teacher salary negotiations				4			
B.L.5	Compulsory T.B. tests for all employees who come in contact with school pupils			57	5	5	5	5
B.L.6	Employees of a school board to be ineligible to serve as trustees on that board							5
B.L.7	Restriction of number of items in salary agreements						6	
B.L.8	Greater flexibility in terms of internship						7	

Note.- 4 = ASTA Executive Council Minutes, 5 = ASTA Policy Handbook, 6 = ASTA Salary Bulletin, 7 = ASTA Briefs to Legislative Council, et cetera, 9 = The Alberta School Trustee.

^aNumbers in this table should not be read as frequencies. Each digit represents one source as indicated in the note at the foot of the table.

becoming trustees in the jurisdictions with which they were employed was the final objective in this cluster (B.L.6).

Cluster M -- Management Rights

As indicated previously several goals in other clusters, particularly in Cluster B -- Bargaining Rights were designed to protect specific decision-making rights that were thought to be management prerogatives. The goals in Table 27, page 144, define in broad terms, the management functions which the ASTA sought to guard for its members. Policy matters, administrative items, appointment of chief executives and organizational freedom are the four areas which the goals in Table 27 were focussed upon.

The first two, policy and administrative matters, were not defined in any precise terms (B.M.1 and B.M.2) and could be interpreted to cover many items that had been traditionally negotiated, or that were in legislation, as well as those that were already in the hands of boards. Goals B.M.3 and B.M.4 (Table 27) reflect a desire on the part of boards to employ their "own men" as superintendents and thus to gain a greater influence in the operations of their districts. The final goal in the cluster (B.M.5, Table 27) was a move towards the abolition of prescriptive statements in legislation which bound boards to a particular kind of administrative structure. This aim is consistent with the goals expressed in other categories calling for relaxation of some statutory requirements, for example, those concerning the numbers of teachers which necessitated the appointment of principals and vice-principals in schools. It was clearly the opinion of the ASTA that these organizational arrangements were in neither the province of

TABLE 27

ASTA GOALS RELATED TO MANAGEMENT RIGHTS

I.D. NO.	GOAL	SOURCES ^a						
		1960	1961	1962	1963	1964	1965	1966 1967 1968 1969
B.M.1	No policy matters to be negotiated with teachers					6	6	6
B.M.2	Removal of administrative clauses from schedules				4			
B.M.3	Permission for employment of joint superintendents by several boards							7
B.M.4	More locally appointed superintendents of schools					47		
B.M.5	Statutory change to permit boards to appoint teachers to supervisory or administrative positions other than those of principal and assistant principal			4				

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^aNumbers in this table should not be read as frequencies. Each digit represents one source as indicated in the note at the foot of the table.

legislation nor that of the collective bargaining relationship: they were prerogatives of the local managing authority --the school board.

ASTA Goal Intensity Findings

The four criteria used to determined the intensity of ATA goals were applied in the same manner to ASTA goals. The three problems associated with frequency counts as intensity indicators (referred to in Chapter IV, p. 96) were present in the ASTA data also and were compounded in this case by the paucity of data prior to 1964 (Policy Handbooks were first introduced in 1964, and Salary Bulletins in 1966).

The comparatively fewer references to all goals in the ASTA sources (the average frequency of mention in all sources was only 3.6 compared with 11 in the case of ATA goals) made for a greater number of discrepancies between intensity placings based on frequency of mention and those based on interviews or semantic content than were encountered with the ATA data. The same method of resolving the discrepancies was used and, as in the case of ATA goals, tables and examples are given in Appendix D to explain and illustrate the method of application of intensity criteria.

The findings concerning intensity of the 122 ASTA goals isolated, are summarized in Table 28, page 146. Of the 122 goals, thirty (24.6 percent) were found to be of high intensity, forty nine (40.2 percent) of medium intensity and forty three (35.2 percent) of low intensity.

The large majority of high intensity goals (twenty two out of thirty -- 73.3 percent) were found in three clusters: F -- Professional Load, B -- Bargaining Rights and D -- Salary and Allowances. The first two of these clusters in particular contained higher percentages of

TABLE 28

SUMMARY OF FINDINGS CONCERNING INTENSITY OF 122 ASTA GOALS

Cluster Title	ALL GOALS		LOW INTENSITY GOALS		MEDIUM INTENSITY GOALS		HIGH INTENSITY GOALS	
	No.of Goals	Per Cent of Total	No.of Goals	Per Cent of Total	No.of Goals	Per Cent of Total	No.of Goals	Per Cent of Total
B - Bargaining Rights	18	14.9	7	16.3	4	8.2	7	23.3
C - Regulatory	3	2.5	1	2.3	2	4.1	0	0.0
D - Salary and Allowances	21	17.2	3	7.0	12	24.5	6	20.0
E - Hiring, Severance, Transfer and Tenure	18	14.9	10	23.2	5	10.2	3	10.0
F - Professional Load	28	23.0	9	20.9	10	20.4	9	30.0
G - Leave	3	2.5	1	2.3	2	4.1	0	0.0
H - Retirement Benefits	3	2.5	3	7.0	0	0.0	0	0.0
I - Insurance, Safety, Medical	6	4.9	2	4.7	3	6.1	1	3.3
J - Physical Conditions	3	2.5	1	2.3	2	4.1	0	0.0
K - Association Security	6	4.9	3	7.0	1	2.0	2	6.7
L - Miscellaneous	8	6.6	2	4.7	5	10.2	1	3.3
M - Management Rights	5	4.1	1	2.3	3	6.1	1	3.3
TOTALS	122	100.5	43	99.9	49	100.0	30	99.9
TOTAL PERCENTAGE	100.0		35.2		40.2		24.6	

high intensity goals than might be expected from the total numbers of goals in each. Only one cluster: E --Hiring, Severance, Transfer and Tenure seems to be under-represented in the high intensity category with only three out of eight goals rated as high (Table 28, page 146).

Three of the smaller clusters contained no high intensity goals (Clusters: G --Leave, H --Retirement Benefits, J --Physical Conditions) and one of these (H) had no goals in the medium intensity group either.

All clusters were represented in the low intensity category with only E --Hiring, Severance Transfer and Tenure having a larger representation than might be expected.

For the ASTA, the Bargaining Rights objectives that were of greatest importance according to the criteria used, were: the provision of legislation other than the Alberta Labour Act for collective bargaining between boards and teachers (Goal B.B.1, Table 16); the implementation of the other provisions of the Ludwig Report (B.B.4) which included a set time schedule for the bargaining process (B.B.6), prohibition of work stoppages until fifteen days after a strike vote with compulsory mediation in the interim and removal of Assistant Superintendents from bargaining units (Government of Alberta, 1965).

The right for boards to form bargaining collectivities and co-operative associations (B.B.9 and B.B.13) was also of high priority as were the desires to exclude certain administrative personnel from the bargaining unit (B.B.10) and to restrict collective bargaining strictly to salary matters and monetary benefits (B.B.18).

Of the six Salary and Allowance goals that were most strongly held five were negative. They were designed to prevent salary increases (B.D.1, B.D.2 and B.D.3, Table 18, page 115) and to remove or obstruct

the introduction of allowances for partial years of teacher training (B.D.8) and seven and eight year training categories for salary purposes (B.D.10). Only B.D.6 expressed a positive objective --the setting of salaries for teachers that were comparable with those of similarly qualified people in the Province - and it too was partly negative in that it sought to eliminate the use of national rather than provincial comparability as a criterion.

In Cluster E there were three strong goals. Although B.E.4 (Table 19, page 121) --change in resignation date to June 15 --is the only one of the three goals related to changing resignation dates that was placed in the high intensity group, it cannot really be separated from the others in that although they were expressed at different times and apparently less forcefully, they all express the consistent view of the Association that resignation and termination dates should be much earlier. The varying intensity of these goals (B.E.4, B.E.5, B.E.6) probably reflects fluctuations in interest in them as certain gains were made throughout the period. The other two goals of high intensity in this cluster were the establishment of a two-year probationary period for beginning teachers (B.E.7) and development of greater flexibility in the regulations concerning designation of teachers as school administrators (B.E.10).

Again in Cluster F, the emphasis was on matters which the ASTA was anxious to keep out of agreements and legislation rather than on positive objectives it hoped to gain. The goals of high intensity in this cluster were to eliminate or prevent provisions in agreements for: amount of free (non-instructional) time for teachers and administrators (B.F.1, Table 20, page 127), conditions of professional service (B.F.2,

Table 20), conditions of employment (B.F.3), amount of clerical help for teachers and administrators (B.F.6), ratio of pupils to teachers (B.F.7), class loads (B.F.8), and noon hour supervision (B.F.19). One further objective in this cluster was found to be of high intensity and that was the desire to have civic holidays such as "Farmers' Day" made optional for school boards.

The five remaining high intensity goals were found in four different clusters. In Cluster I --Insurance, Medical and Health, the ASTA strongly favoured the introduction of board subsidized (to the maximum extent of fifty percent of premiums) Group insurance programs (B.I.1, Table 23, page 136) although some individual trustees and boards were adamantly opposed to such schemes.⁶

In Cluster K the two high intensity goals were B.K.1, which sought the freedom to appoint non-certificated persons to teaching and instruction related positions, and B.K.2 which expressed strong opposition to ATA control of evaluation of teaching qualifications for certification and salary determination purposes (Table 25, page 140).

Both B.L.4, the establishment of a common policy among boards for teacher negotiations (Table 26, page 142) and M.1, elimination of policy matters from the bargaining table (Table 27, page 144) are closely related to other goals previously mentioned as being of high intensity. Development of common policy among boards fits into the aim of gaining joint bargaining rights (see page 147 above, goals B.B.9 and B.B.13) while the removal of policy matters from negotiations is a

⁶ Comment made by one of the persons interviewed. He himself was opposed to group insurance plans and believed that many of his colleagues were too.

general statement embracing numerous specific objectives in the areas of Bargaining Rights and Professional Load (see above, pages 147, B.B.18; 148 - 149, B.F.1 - 8, B.F.19).

Comparison of ATA and ASTA Goals

Examination of the tables which summarize ATA goal data in Chapter IV and those recording ASTA data in the present chapter, was made in order to compare and contrast the various organizational goals. The results of this comparison are presented below; they constitute the findings of the investigation concerning related problem No. 1:

What congruence can be found between the stated goals regarding teachers' salary and work conditions, of the ATA and those of the ASTA?

Of 123 ATA goals, fifty-three were found to be in conflict with one or more ASTA goals, while fifty-five out of the 122 ASTA goals were opposed to ATA goals. Since many of these conflicting goals were concerned with related matters it was possible to divide them into groups according to the topic with which they dealt: for example, the ATA took the position that the most appropriate legislation under which teacher bargaining could and should be conducted was The Alberta Labour Act (Goal No. T.B.1). The ASTA, on the other hand, believed that teacher-board bargaining should be removed from the Labour Act (B.B.1) and placed under separate legislation (B.B.3 and B.B.4) with suitable time schedules established (B.B.6), necessary adjustments to the School Act (B.B.2), and replacement of the Board of Industrial Relations with a separate review board (B.B.15). All of these ASTA goals could be grouped together to form a composite picture of the Association's position on the type of legislative arrangements that should govern the bargaining relationship -- a composite position that was clearly

opposed to that of the ATA.

When similar groupings had been made with as many goals as possible from both organizations, it was found that conflicting goals existed in thirty-one areas that were labeled "bargaining issues" according to the definition of Walton and McKersie (Chapter I, page 9).

Bargaining issues. The thirty-one bargaining issues are presented in Table 29, page 152.

The first thirteen issues were classified as "major issues" because in every case at least one of the conflicting goals of each association was of high intensity. A second group of ten issues (numbers 14-23) were called minor issues. In these areas, either both organizations held goals of medium intensity, or, if one of the organizations held a high intensity goal, the other held only a medium intensity goal in opposition.

The final eight issues (24-31, Table 29) were called "inchoate issues" because in all of them, at least one of the organizations held only low intensity goals. The conflict in objectives existed, but one organization or the other was not strongly committed to its position.

The major bargaining issues of the decade (summarized in Table 29) were as follows:

1. What type of legislation should govern the relationship between teachers and board?
2. What conditions should be imposed upon the parties in the bargaining relationship?
3. Should there be salary increases? If so, how large should they be and to whom should they be given, on what basis?
4. Should teachers be paid for partial years of training?

TABLE 29

SUMMARY OF BARGAINING ISSUES

MAJOR ISSUES	RELEVANT GOALS SHOWING INTENSITY					
	ATA GOALS			ASTA GOALS		
	LOW	MEDIUM	HIGH	LOW	MEDIUM	HIGH
1. Legislation for teacher collective bargaining			TB1	BB15	BB2 BB3	BB1 BB4 BB6
2. Conditions of bargaining			TB2 TB9	BB7	BB8	BB4
3. Increases in salary and allowances		TD8 TD10 TD17	TD5 TD6 TD11		BD7 BD12	BD1 BD2 BD3
4. Payment for partial years of training			TD1			BD8
5. Tenure		TE3	TE8 TE10		BE11	BE7
6. Release time for administration, preparation and marking		TF13	TF10			BF1 BM1
7. Clerical assistance for administrators and teachers		TF9	TF5			BF5 BM1
8. Noon hour supervision of pupils	TF16	TF15	TF17	BF17		BF16 BF19 BM1
9. Ratio of pupils to teachers			TF2			BF7 BM1
10. Number of subject preparations			TF2			BF6 BM1
11. Hours of instruction and other conditions of professional service		TF3	TF2			BF2 BF3 BF8 BM1
12. Class loads		TF3	TF1			BF2 BF8 BM1

TABLE 29 (Continued)

MAJOR ISSUES	RELEVANT GOALS SHOWING INTENSITY ATA GOALS			ASTA GOALS		
	LOW	MEDIUM	HIGH	LOW	MEDIUM	HIGH
13. Employment of non-certificated personnel to perform instructional tasks		TK8 TK9	TK1 TK16			BK1
<hr/>						
MINOR ISSUES						
14. Composition of bargaining unit	TB12	TB11		BB11		BB10
15. Inclusion of a salary category in schedules for a seventh year of training		TD9				BD10
16. Changes in statutory resignation date	TE4 TE5	TE6		BE5	BE6	BE4
17. Reorganization of the school year		TF28			BF9	
18. Sabbatical leave		TG2	TG1		BG2 BG3	
19. Rental of teacherages	TJ3	TJ2			BJ3	
20. Employment of teachers on Letter of Authority		TK6			BD19	
21. Time off for conduct of ATA business		TK14			BF14	
22. Evaluation of teachers' qualifications for certification and/or salary purposes	TK4		TK3	BK4 BE1	BK3	
23. Number of items to be included in salary agreements	TB7	TL8			BL7	BB18

TABLE 29 (Continued)

INCHOATE ISSUES	RELEVANT GOALS SHOWING INTENSITY					
	ATA GOALS			ASTA GOALS		
	LOW	MEDIUM	HIGH	LOW	MEDIUM	HIGH
24. Scope of bargaining unit (local, zonal, provincial)	TB3			BB12		BB9 BB13 BL4
25. Payment of substitute teachers	TD18			BB15		
26. Merit pay	TD12				BD16	
27. Conditions of transfer of teachers and administrators		TE11		BE17		
28. Qualifications required for initial certification			TE1	BE8		
29. Termination of designations of administrators			TE8	BE12 BE13		
30. Leave of absence to attend professional meetings	TF19				BG3	
31. Accumulation of sick leave		TG4		BG1		
<hr/>						
TOTAL GOALS IN EACH COLUMN	11	22	20	14	17	26
TOTAL "ISSUE" GOALS		53			55	
ACTUAL NUMBER OF GOALS IN EACH GROUP	34	59	31	43	49	30
ACTUAL TOTALS		123			122	

5. What kind of tenure regulations should apply to teachers -- should it be automatic upon appointment or should it come only after a probationary period of one or two years?
6. Should teachers be relieved of their instructional tasks for preparation of lessons, marking of students' work and school administration? If so, how should such release time be allocated?
7. What clerical assistance should be given to teachers and who should make decisions regarding its allocation?
8. What should be required of teachers in relation to the supervision of pupils during noon hour?
9. Should pupil-teacher ratios be fixed by negotiation between teachers and trustees?
10. Should teachers be allowed to negotiate the number of subject preparations to be undertaken?
11. Should hours of instruction and other conditions of professional service be decided by negotiation?
12. Should class loads be negotiable?
13. To what extent and in what ways should non-certificated personnel be employed in instructional tasks?

The ten minor issues were:

14. Who should be included in the bargaining unit?
15. Should seventh and eighth years of training be counted for salary purposes?
16. What is the latest date that should be set for teachers to resign?
17. How should the school year be reorganized for most effective use of time, facilities and personnel?
18. What should be the conditions of sabbatical leave and how should they be determined?
19. Should teacherage rental conditions be negotiated?
20. Is a Letter of Authority a sufficient teaching authorization?
21. Should teachers be permitted to take time off to conduct internal ATA business?
22. Who should be responsible for evaluation of teachers' qualifications for certification and salary purposes?

23. What is negotiable at the bargaining table?

Eight inchoate issues that were apparently less pressing for the bargaining parties than either of the other groups, complete Table 29, page 153:

24. What should be the scope of the bargaining unit? Should it consist of a single jurisdiction, a group of jurisdictions or should the whole province become the scope of a single bargaining relationship?
25. What should be the basis of pay for substitute teachers?
26. Should teachers be paid according to merit? If so, how should merit be determined?
27. Under what conditions should boards be able to transfer teachers and administrators? How should these conditions be set?
28. What should be the minimum qualifications required for certification of teachers?
29. What conditions should apply to the termination of designations to school principalships and vice-principalships?
30. Should leave of absence to attend professional meetings be negotiated by teachers with their boards?
31. What formula should apply to the accumulation of sick leave and what maximum accumulation should be allowable?

Bargaining problems. In eleven areas the concerns of the ATA as expressed in goal statements were similar to those of the ASTA. These areas represent "bargaining problems" as defined in Chapter I page 10 and they are listed in Table 30, page 157, together with the goals of which they are constituted. Both organizations accepted the fourth-year salary range as the basis of negotiation, both wanted reorganization of the school year (though there was sufficient disagreement in this area for it to be also classified as an issue), both favored the introduction of group insurance plans for teachers with board subsidization and each was interested in consultation with the other on planning

TABLE 30

SUMMARY OF BARGAINING PROBLEMS

	RELEVANT GOALS SHOWING INTENSITY					
	ATA GOALS			ASTA GOALS		
	LOW	MEDIUM	HIGH	LOW	MEDIUM	HIGH
1. Basis of negotiation - fourth year range			TD4		BB4	
2. Reorganization of the school year ^a		TF28			BF9	
3. Provision of board subsidized group insurance		TI1 TI2			BI3	BI1
4. Consultation on planning and building of school facilities		TJ1			BJ2	
5. Inservice education		TK12 TF12 TF18		BF23	BF22	
6. Evaluation of teachers' qualifications for salary and/or certification		TK2			BK3	
7. Working conditions of teachers involved in Educational Television		TF22		BF20 BF21		
8. Internship		TE2		BF24	BF25	
9. Integration of Teachers' Retirement Fund and Canada Pension Plan		TH2		BH1		
10. Reciprocal recognition of teaching qualifications among Canadian provinces		TL2		BK5		
11. Cooperation among teachers and trustees in setting salary & working conditions		TL4			BL1 BL5	
TOTAL GOALS IN EACH COLUMN	1	12	1	6	9	1
TOTAL "PROBLEM" GOALS		14			16	
ACTUAL NO. OF GOALS IN EACH GROUP	34	59	31	43	49	30
ACTUAL TOTALS		123			122	

^aAlso recorded as issues

school facilities. The other seven bargaining problems were: the setting of conditions for in-service education, the evaluation of teachers' qualifications (this problem was an issue until the establishment of the Teacher Salary Qualifications Board in 1966), working conditions of teachers engaged in Educational Television, conditions of internship for beginning teachers, integration of the Teachers' Retirement Fund and the Canada Pension Plan, reciprocal recognition of teaching qualifications among Canadian provinces and the establishment and maintenance of cooperation among teachers and trustees in setting teachers' salary and working conditions.

Each of the organizations stated about the same number of goals (123, ATA; 122 ASTA) in the sources examined and similar proportions of these goals were in areas that could be designated as bargaining issues or problems (54.5 percent of ATA goals-- 58.2 percent of ASTA goals). Eleven out of the thirteen major issues identified were in Clusters B, D and F (Bargaining Rights, Salary, and Professional Load) with a substantial majority in F-- Professional Load (seven major issues --Table 29, page 152). Distribution of minor and inchoate issues was more even throughout the clusters but when all thirty-one issues were considered twenty-six of them fell wholly or partly within the three clusters mentioned above and Cluster E --Conditions of Hiring, Tenure, Transfer and Severance (Table 29). Of the remaining goal clusters, G (Leave Conditions) was represented in three issues and K (Association Security) in four, while J (Miscellaneous) and M (Management Rights) had one issue each (Table 29, page 153).

Bargaining problems touched upon seven goal clusters-- D, B, F, I, K, H and L with F (Professional Load) and K (Association Security)

being most represented (each in three problems - Table 30, page 157).

The large proportion of high intensity goals in bargaining issues (20 out of 31 in the case of the ATA and 26 out of 30 for the ASTA) indicates that the areas of disagreement were associated with the strongest goals.

Finally, the results of this part of the investigation revealed that each of the bargaining parties was pursuing a considerable number of goals (though not many were strong goals) which were neither specifically opposed nor supported by the other party during the 1960's. Forty-four percent of ATA goals (56 goals) and forty two percent of ASTA goals (41 goals) were of this type.

GOALS EXPRESSED BY INDIVIDUALS INVOLVED IN BARGAINING

During the interview sessions, twenty-one of the twenty-two respondents gave their own accounts of the important bargaining objectives of both their own organization and those of the other bargaining party. The ATA goals mentioned as important by interview subjects are reported in Table 31, page 160.

The predominant ATA objectives as perceived by both the ATA and the ASTA representatives were: (a) increases in salary, and (b) time off for preparation and marking. Also mentioned by several ATA respondents were time for supervision and administration, working conditions in general; leave provisions and provision of non-professional support staff (Table 31, page 160). In contrast to the degree of agreement on these five points there was considerable disagreement between the perceptions of ATA and ASTA representatives on other matters: thirteen of the goals seen as important by ATA people were not mentioned by ASTA respondents who thought that another eight objectives, not mentioned by the ATA

TABLE 31

IMPORTANT ATA GOALS AS REPORTED BY INTERVIEW SUBJECTS

Goals Mentioned	Frequency Mention - ATA Subjects (Possible f=11)	Frequency Mention - ASTA Subjects (Possible f=10)	Related Goals in Documentary Sources According to Intensity		
			LOW	MEDIUM	HIGH
1. Increases in salary	10	8			TD5
2. Time off from instruction for preparation, marking, etc.	6	4			TF10
3. Time off for supervision and administration	5	1		TF13	
4. Working Conditions	4	-			TF30
5. Adequate leaves (sabbatical, sick leave)	4	2		TG2 TG4	TG1
6. Provision of non-professional support staff	4	2		TF6 TF7	TF2 TF5
7. Improvement of fringe benefits	2	3		Clusters D, G, H, I	
8. Regulation of class loads	2	-			TF1
9. Insurance and health schemes with board participation	2	-		TI1	
10. Single salary schedule	2	-			TD1
11. Full transferability of teaching service	2	1		TD3	

TABLE 31 (Continued)

Goals Mentioned	Frequency Mention - ATA Subjects (Possible f=11)	Frequency Mention - ASTA Subjects (Possible f=10)	Related Goals in Documentary Sources According to Intensity		
			LOW	MEDIUM	HIGH
12. Improved Pension Scheme	1	-			TH1
13. Maintenance of bargaining machinery - Alberta Labour Act	1	-			TB1
14. Teachers' salaries comparable with other degree holders	1	1	-	-	-
15. Provision for special teachers	1	-			TD11
16. Better school facilities	1	-		TJ1	
17. Board-teacher advisory committees	1	-	TL4		
18. More sophistication in bargaining	1	-	-	-	-
19. Conditions of professional service negotiated	1	-	Cluster - F		
20. High enough salary levels to retain	1	-	-	-	-
21. Regulation of the increment structure	1	1			TD6 TD7
22. Grievance procedures in all contracts	1	-			TB8
23. Thwart ASTA objectives	-	1	-	-	-

TABLE 31 (Continued)

Goals Mentioned	Frequency Mention - ATA Subjects (Possible f=11)	Frequency Mention - ASTA Subjects (Possible f=10)	Related Goals in Documentary Sources According to Intensity		
			LOW	MEDIUM	HIGH
24. Increase number of items in salary schedules	-	1	TB7	TF11	
25. Prevention of uniformity in schedules	-	1	-	-	-
26. More involvement in decision-making	-	2	TF27		TF29
27. Improvement of ATA prestige, power and security	-	3	Cluster - K		
28. Duty-free lunch hour	-	1		TF15	TF17
29. Free time for professional development	-	1		TF12	
30. Reduced pupil-teacher ratios	-	1			TF2

respondents, had been emphasized by the ATA in bargaining during the 1960's (Table 31).

When the thirty objectives mentioned by interview subjects were compared with goal statements in the documentary sources eighteen of them were found to be related to goals which were classified as high intensity, six were related to medium intensity goals and one to a low intensity goal (Table 31, page 160). Five of the ATA objectives suggested by ATA and ASTA representatives were not found in specific form in the documentary sources but all five of them were of a general nature and could be said to be implicit in some of the more specific goals. For example, number 18 in Table 31, page 161, called for "more sophistication" in bargaining, and number 21 for "high enough salary levels to retain teachers." The other three goals of this type are numbers 14, 23 and 25 in Table 31.

The perceptions of representatives of the two bargaining parties were in substantial agreement about the main objectives of ASTA bargainers during the ten years too, although in this case the interview results (reported in Table 32, page 164) there is more divergence of opinion. The goals most frequently mentioned by the ASTA respondents themselves were: maintenance of reasonable salary increases, establishment of cooperation between boards and the setting of bargaining objectives; whereas, for the ATA bargainers the most obtrusive ASTA objectives were: prevention of high salary settlements, retention of management rights, and restriction of the number of provisions in agreements (Table 32, page 164).

As in the case of the ATA there were several goals mentioned by respondents that did not appear in documentary sources. Five of these

TABLE 32

IMPORTANT ASTA GOALS AS REPORTED BY INTERVIEW SUBJECTS

Goals Mentioned	Frequency Mention - ASTA Subjects (Possible f=10)	Frequency Mention - ATA Subjects (Possible f=11)	Related Goals in Documentary Sources According to Intensity		
			LOW	MEDIUM	HIGH
1. Maintain reasonable salary increases	6	1		BD7	BD1
2. Establish cooperation between boards concerning bargaining	6	2			BB13 BL4
3. Setting of bargaining objectives	5	1			BB13 BL4
4. Prevention of high salary settlements	4	9			BD2
5. Introduction of a single bargaining agent for boards	3	1	-	-	-
6. Comparable salaries for teachers and other professional employees	3	1			BD6
7. Retention of management rights	3	5		BM2	BM1
8. Uniformity of salary schedules	3	1	BB12		
9. Time limits on bargaining	2	-			BB6 BB4
10. Improvement of the quality of education	2	-	-	-	-
11. Economic advice for school boards	2	-	-	-	-

TABLE 32 (Continued)

Goals Mentioned	Frequency Mention - ASTA Subjects (Possible f=10)	Frequency Mention - ATA Subjects (Possible f=11)	Related Goals in Documentary Sources According to Intensity		
			LOW	MEDIUM	HIGH
12. Settlement of bargaining at the local level (no involvement of ATA as a bargaining agent)	2	-	-	-	-
13. Merit pay	1	1		BD16	
14. Removal of teacher bargaining from Labour Act	1	1			BB1
15. Removal of principals from bargaining unit	1	2			BB10
16. Minimization of fringe benefits	1	1	Clusters D, F, G		
17. Fourth year range as basis of negotiation	1	-		BF4	
18. Single salary schedules	-	-	-	-	-
19. Restriction of payments to "special" teachers	1	-	-	-	-
20. Agreements to contain as few provisions as possible	1	6			BB18
21. Leave provisions	1	-	Cluster - G		
22. Removal of pro rata payments	1	2			BD8
23. Definition of the role of teachers and the ATA in school organization	1	-	-	-	-

TABLE 32 (Continued)

Goals Mentioned	Frequency Mention - ASTA Subjects (Possible f=10)	Frequency Mention - ATA Subjects (Possible f=11)	Related Goals in Documentary Sources According to Intensity		
			LOW	MEDIUM	HIGH
24. Involvement of superintendents in bar- gaining	1	1	-	-	-
25. Upgrading of teachers' qualifications	1	-	-	-	-
26. Board-teacher cooperation	1	-	BL4		
27. Minimal professional qualifications for vocational education teachers	-	1	BE3		
28. Four years minimum training prior to certification	-	1	-	-	-
29. Differential Staffing	-	2	-	-	-
30. Prevention of introduction of preparation time	-	3			BF6
31. Removal of substitute teachers from salary contracts	-	1	BB11		
32. Teacher aides kept out of contracts	-	1	BB11		
33. Freedom to select and evaluate teachers	-	1	-	-	-
34. Reduced number of bargaining units	-	1			BB9

were of the general type that were implicit in other goals: for example, number 10 in Table 32, "improvement of the quality of education" and number 25, "upgrading of teachers' qualifications;" but seven of them stated positions that could not be seen to be implied in any source goal. These seven goals may represent either individual or group opinions, that were not generally held in the organization. With the possible exception of numbers 28 and 29 in Table 32 (four years minimum training and differential staffing) which could be misconceptions on the part of the ATA respondents who suggested them, these goals indicate a greater divergence between "official goals" and goals of individual association members than was evidenced in the ATA. The goals referred to (Table 32, page 164) are: number 5--introduction of a single bargaining agent for boards, number 12--settlement of bargaining at the local level with no involvement of the ATA as a bargaining agent, number 19--restriction of payments to "special" teachers, number 23--definition of the role of teachers and the ATA in school organization, and number 24--involvement of superintendents in bargaining in addition to the two perceived by ATA respondents and mentioned above.

Of the thirty-four goals reported in interviews fifteen were related to high intensity ASTA goals, two to medium intensity goals and five to low intensity goals (Table 32).

The findings indicate that in both organizations the "official" goal statements from documentary sources are congruent with the goals expressed by bargaining representatives, particularly in the case of goals of high intensity. The degree of congruence appears to be somewhat greater in the case of the ATA.

Summary of Chapter

In Chapter V the findings of the investigation concerning two related problems (numbers 1 and 3) have been presented. The goals of the ASTA were reported in a similar manner to those of the ATA in Chapter IV, and then compared with the latter. The comparison identified thirty-one bargaining issues in which the objectives of the two associations were opposed and eleven bargaining problems in which the goals of the ATA appeared to agree with those of the ASTA.

Three types of issue were identified according to the intensity of opposing goals--major, minor and inchoate. Most of the major issues fell within the areas of Bargaining Rights, Salary and Professional Load; when Cluster E-- Hiring, Tenure, Transfer and Severance was added to these three, twenty-six out of the thirty-one issues were accounted for. Forty-four percent of ATA goals and forty-two percent of ASTA goals were related to neither issues nor problems.

In the final section of the chapter, data collected from interviews were compared with data from documentary sources. In both organizations the documentary goals appeared to be congruent with the goals expressed by bargainners, but this statement was more applicable to the ATA goals than to the ASTA. There were differences between the goal perceptions of bargainners from each organization and those of opposing bargainners. The perceptions of ASTA respondents concerning ATA bargainners' goals were more similar to those of the ATA bargainners themselves than were the perceptions of ATA respondents to those of ASTA bargainners.

CHAPTER VI

TERMS OF COLLECTIVE AGREEMENTS

Chapters IV and V have presented the findings of the investigation relevant to Stage III of the research model. The present chapter and Chapter VII deal with the output phase, Stage V; presenting the rules which govern the actors in the industrial relations system.

This chapter contains the findings concerning sub-problem No. 2, and related problem No. 2:

What were the terms of collective agreements concluded during the period of time studied?

What trends in the development of teachers' salary and work condition provisions can be observed in the collective agreements studied?

Cluster A--General Information

All of the agreements analyzed were of the local, single employer, multi-plant type. The stage in the bargaining process at which settlement was made was not indicated in any agreement and there were no provisions about the confidentiality of agreements.

Cluster B--Bargaining Rights

There were five fields of analysis from Cluster B that received some attention in agreements. Three of them were connected with interpretation and grievance procedures, one with representation of teachers at school board meetings and one with definition of schools. The latter two fields were found in only one of the nine rural jurisdictions

for the first four years of the decade; and in none of the urban jurisdictions. The conditions were simply that teachers would have official representatives at school board meetings and that there would be consultation between board and teachers in order to arrive at an acceptable definition of a school. The agreements which included these provisions had no other arrangements for interpretation of agreements.

Grievance procedures of some sort were found in twelve of the sixteen jurisdictions for the first eight years of the study period and in the ninth and tenth years this number increased to thirteen and fourteen respectively. The minimum terms found required establishment of interpretation committees with representatives of both teachers and boards, such committees were to resolve grievances concerning the interpretation, application and operation of agreements. In some agreements the grievance provisions did not extend beyond this but in others the detailed operations of interpretation committees and grievance boards were spelled out.

The most sophisticated provisions (fifteen in one jurisdiction and nineteen in another) paralleled the arbitration conditions in the Alberta Labour Act. Terms included the three stages of: informal discussion, interpretation committee with unanimous rulings binding, and finally grievance boards with independent chairmen and binding majority decisions.

Trends in bargaining rights. Comparison of Table 33, page 171, and Table 34, page 172, indicates no substantial difference between urban and rural jurisdictions in this cluster. The average number of grievance provisions found in agreements increased markedly in both urban and rural jurisdictions with those in rural agreements more than

TABLE 34

FREQUENCY OF BARGAINING RIGHTS PROVISION IN NINE
RURAL COLLECTIVE AGREEMENTS, 1960-1969

PROVISION	NUMBER OF AGREEMENTS CONTAINING PROVISION									
	1960	1961	1962	1963	1964	1965	1966	1967	1968	1969
1. Interpretation Committee	5	5	5	6	6	6	6	6	6	6
2. Grievance Committee	1	2	2	3	3	3	3	3	4	5
3. Grievance Procedures	6	6	6	6	6	6	6	6	7	8
4. Average number of grievance provisions	1.5	2.7	2.7	3.8	3.8	3.8	4.3	4.3	4.0	3.9
5. Representation of teachers at school board meetings	1	1	1	1	0	0	0	0	0	0
6. Definition of school	1	1	1	1	0	0	0	0	0	0

doubling in number. The higher averages in later years in the urban agreements were caused by very large increases in two jurisdictions whereas the rural increases were more evenly distributed among the agreements.

Cluster C - Regulatory Provisions

All agreements analyzed contained provisions concerning the date on which the agreement was to become effective and most included such information as settlement and expiry dates and duration of the effective period.

Only two of the jurisdictions (both in rural areas) mentioned compulsory ATA membership in their agreements and one of them ceased this practice in 1967, the other in 1969. For both, the original definition included "all teachers" but one of the jurisdictions refined this definition in 1965 to clearly exclude from membership the superintendent. In some other agreements the bargaining unit was defined and certain administrative staff excluded.

Trends in regulatory provisions. As seen in Table 35, page 174, there was considerable interest among the sample jurisdictions, in two-year agreements in 1963 and 1964, but the movement in the latter half of the decade was back to one year settlements with indications of a move towards bargaining for calendar years in 1969.

There is some evidence in Table 35 that towards the end of the decade there were increasing numbers of "late" settlements with longer periods of retroactivity, in both urban and rural jurisdictions in the sample.

TABLE 35

SUMMARY OF REGULATORY PROVISIONS IN SIXTEEN
COLLECTIVE AGREEMENTS 1960-1969

URBAN AGREEMENTS

	1960	1961	1962	1963	1964	1965	1966	1967	1968	1969
1. Number of 12 month agreements	3	2	1	0	0	2	3	4	5	2
2. Number of 24 month agreements	1	3	3	5	5	3	2	0	0	4 ^a
3. Number of agreements of indefinite duration	3	2	3	2	2	2	2	3	2	1
4. Number of agreements concluded "late" (after date on which they became effective)	2	1	3	4	1	1	3	3	6	7
5. Average time late of "late" agreements (in months)	1	4	1	4.25	2	5	3	2.3	6.3	4.4

RURAL AGREEMENTS

	1960	1961	1962	1963	1964	1965	1966	1967	1968	1969
1. Number of 12 month agreements	6	6	4	2	3	6	6	7	8	5
2. Number of 24 month agreements	0	0	2	6	5	2	2	1	0	4 ^a
3. Number of agreements of indefinite duration	3	3	3	1	1	1	1	1	1	0
4. Number of agreements concluded "late" (after date on which they became effective)	6	5	4	5	2	-	1	3	7	8
5. Average time late of "late" agreements (in months)	4.3	2.4	4.5	5.2	2	-	2	4	5.1	4.6

^a Rather than 24 month agreements these were 15 or 16 month agreements to move towards calendar year negotiations.

Cluster D -- Salary and Allowance Provisions

The frequencies of various salary and allowance provisions in the sixteen jurisdictions studied are recorded in Table 36, page 176 and Table 37, page 177.

Application of salary scales. Virtually all of the agreements contained single, preparational salary scales. The one exception in 1960 (Table 36, 1) was an urban Separate District which had a different pay scale for members of religious orders.

In one jurisdiction a slight modification had been made to the method of payment of teachers suggested in the School Act. In this series of agreements all summer vacation pay was given at the end of June (Table 36, 2).

Protection of salary status was guaranteed in over seventy percent of urban agreements and fifty-seven percent of rural agreements. The conditions were usually full protection for all teachers when a new agreement was signed, but agreements from one urban district protected the salary status of teachers in amalgamated districts (Tables 36 and 37, 3).

The agreements which specified conditions of placement on the salary schedule set a time limit (ten or fifteen years) beyond which teaching experience would not be counted for salary purposes. A teacher seeking employment in the six or seven jurisdictions which had such a clause would not have experience that occurred prior to the time period nominated, counted in his placement on the grid (Tables 36 and 37, 4).

Throughout the ten years in rural jurisdictions and increasingly in urban districts there was recognition of certain kinds of non-teaching experience for salary purposes. Armed forces service and trade

TABLE 36

FREQUENCY OF SALARY SCALE PROVISIONS IN SEVEN
URBAN COLLECTIVE AGREEMENTS 1960-1969

Provision	Number of Agreements Containing Provision									
	1960	1961	1962	1963	1964	1965	1966	1967	1968	1969
1. Single Preparational Scale	6	7	7	7	7	7	7	7	7	7
2. Modification of Statutory Pay Period	1	1	1	1	1	1	1	1	1	1
3. Protection of Salary Status	4	4	6	6	6	5	5	5	5	5
4. Placement on Salary Grid	3	3	3	3	3	3	3	3	3	3
5. Recognition of non-teaching experience	1	2	3	5	5	4	4	4	6	6
6. Discriminatory Payment of teachers	6	6	6	6	6	6	6	6	6	7
7. Appointment of teachers at higher than scheduled rate	5	5	6	6	6	6	7	7	7	6
8. Allowance for partial years of University Training	3	3	3	3	3	3	3	3	3	3
9. Allowance for non-University training	2	2	5	5	5	5	5	5	4	5
10. Full transferability and transportability of teaching experience	1	1	1	1	1	1	1	1	2	2
11. Partial transferability and transportability	4	4	5	5	5	5	5	5	4	4
12. Exceptions to Payment of Increments	5	5	6	6	6	6	6	6	6	6
13. Limitations on Payment of Increments	4	5	5	5	5	6	6	6	6	5

TABLE 37

FREQUENCY OF SALARY SCALE PROVISIONS IN NINE
RURAL COLLECTIVE AGREEMENTS 1960-1969

[illegible]

and vocational experience were the two areas typically recognized with the latter sometimes counting as qualification rather than experience. Over fifty-five percent of agreements recognized in some measure such non-teaching experience (Tables 36 and 37, 5).

In eighty-seven percent of urban agreements and sixty percent of rural agreements certain teachers were given higher placement on the salary scale than teachers with equivalent training and experience. The basis for such discriminatory placement was varied, but in urban jurisdictions secondary teachers were frequently given higher placement than elementary. One series of agreements favoured teachers of grade one by paying them \$100.00 over the appropriate scale salary and also paid additional money to teachers with dependents; in another jurisdiction teachers working under "difficult circumstances" were singled out; in yet another a distinction was drawn between senior high and junior high teachers, and in several rural jurisdictions holders of Junior and Senior Certificates were placed higher on the grid (Tables 36 and 37, 6).

Another form of discriminatory placement specified in eighty seven percent of urban agreements was that of appointing teachers with special skills or qualifications at a step or steps higher than their qualifications warranted. In three urban jurisdictions such placement was permitted entirely at the discretion of the school board, while in three others it was permitted after some form of consultation or negotiation with teachers. Only two of the nine rural jurisdictions had similar provisions in their agreements (Tables 36 and 37, 7).

The majority of rural agreements (eighty-one percent) provided pro-rata allowances for partial years of training. Usually, all teachers were included in the provisions. Only two of the urban jurisdictions

had such provisions and a third included in its agreement a specific condition which precluded payment for partial years of training at any level (Tables 36 and 37, 8).

Allowance of non-university training for salary placement was more prevalent in urban agreements (sixty one percent), than in rural. The main condition found was for payment of teachers with trade, vocational, business or commercial courses. In addition some agreements allowed Department of Education courses and in-service training courses (Tables 36 and 37, 9).

There was a marked difference between urban and rural agreements on the subject of transferability and transportability of teaching service. Among the former, only one jurisdiction allowed full transferability until 1968 when a second made provision for this. Typically, in the urban areas experienced teachers were allowed only a proportion of their previous experience for initial placement on the salary scale. Sixty-nine percent of agreements included provisions which specified the allowance that would be made. By contrast in rural jurisdictions seventy-two percent of agreements granted full placement to experienced teachers on appointment, and there were none which specified partial placement conditions (Tables 36 and 37, 10 and 11).

Payment of increments was not automatic in all but one of the urban jurisdictions and in six of the rural jurisdictions for most of the decade. In all of these situations, teachers had to complete a specified minimum number of days of service per year before becoming eligible for the annual increment, and in four jurisdictions boards reserved the right to withhold increments regardless of whether the minimum number of days service was completed or not (Tables 36 and 37,

12). In addition to teachers excepted from receipt of increments under the above conditions, limitations on the total number of increments that could be received were placed upon certain classes of teacher in a large number of agreements (seventy-six percent of urban, sixty-seven percent of rural). The main limitations were upon teachers with one and two years of training who were typically prevented from proceeding beyond a specified salary step without improving their qualifications. Another group which frequently suffered similar limitations was comprised of teachers working under Letter of Authority. Finally, in some rural jurisdictions the last two increments on the scale were paid only to teachers who had completed university courses recently (Tables 36 and 37, 12 and 13).

Trends in the application of salary scales. Conditions under which teachers were placed upon and moved through the salary schedule remained stable throughout the period of investigation. There was a slight tendency in both urban and rural areas for more jurisdictions to include provision for the appointment of some teachers at higher steps in the scale than appeared to be warranted by their qualifications and experience.

In general a larger proportion of the urban agreements contained conditions of application of salary scales than rural agreements but the types of conditions applied were similar except in two areas: allowances for partial years of training and transferability of teaching service. In rural areas the emphasis was upon granting partial training and full experience for salary placement purposes, whereas in the urban jurisdictions the opposite policy prevailed in both these matters.

Salary trends. The data presented in Table 38, page 182, were derived from the salary schedules in the 160 agreements analyzed. There are no figures presented for the seventh year of training since only one jurisdiction made provision for this throughout the period.

Percentage increases in all training categories were considerably lower in the first six years of the decade than in the last four. With the exception of the fourth, fifth and sixth year categories in 1962 and 1965, increases in average minimum salaries were less than three percent per year up to and including 1965, while from 1966 on all increases in minima were over six percent, rising as high as eleven, twelve and even twenty percent in 1967 (Table 38, page 182). A similar pattern can be seen in the mean maximum salaries.

When mean maximum salaries were expressed as percentages of the mean minima the results ranged from 151 percent to 168 percent. The trend in these percentages is shown in Figure 6, page 185: at the beginning of the decade the earning power of one, two and three year trained people relative to their starting salaries was greater than for the more highly trained teachers. This began to change in 1962, and by 1967 the fourth and fifth years of training were both superior to years one, two and three in relative earning power and the sixth year was above years one and three, though still inferior to year two. As shown in Figure 6, this reversal was due to both increases in relative earning power of the three higher training categories and decreases in those of the three lower categories. All of the curves peak in the years 1965, 1966 or 1967.

The increment structure remained fairly stable throughout the period. The only tendency noted here was the slight reduction in the

TABLE 38

MEAN SALARY MAXIMA AND MINIMA IN 160
COLLECTIVE AGREEMENTS, 1960-1969

YEAR	YEARS OF TRAINING	MEAN MINIMUM SALARY ^a	PERCENTAGE INCREASE FROM PREVIOUS YEAR'S MEAN MINIMUM	MEAN MAXIMUM SALARY ^a	PERCENTAGE INCREASE FROM PREVIOUS YEAR'S MEAN MAXIMUM	MEAN MAXIMUM AS A PERCENT OF MEAN MINIMUM	NUMBER OF INCREMENTS
1960	1	2934	-	4883	-	166	8-11
	2	3381	-	5538	-	164	8-11
	3	3844	-	6215	-	162	8-12
	4	4595	-	7419	-	161	9-14
	5	4939	-	7819	-	158	9-14
	6	5289	-	8169	-	154	9-14
1961	1	2979	1.5	4933	1.0	166	8-11
	2	3431	1.5	5598	1.1	163	8-11
	3	3925	2.1	6313	1.6	161	8-12
	4	4673	1.7	7561	1.9	162	10-12
	5	5023	1.7	7943	1.6	158	10-12
	6	5368	1.5	8300	1.6	155	10-12
1962	1	3025	1.5	4903	-0.6	162	8-10
	2	3519	2.6	5628	.5	160	8-10
	3	4034	2.8	6388	1.2	158	8-10
	4	4881	4.5	7878	4.2	161	10-12
	5	5243	4.4	8258	4.0	158	10-12
	6	5581	4.0	8606	3.7	154	10-12

TABLE 38 (Continued)

YEAR	YEARS OF TRAINING	MEAN MINIMUM SALARY ^a	PERCENTAGE INCREASE FROM PREVIOUS YEAR'S MEAN MINIMUM	MEAN MAXIMUM SALARY ^a	PERCENTAGE INCREASE FROM PREVIOUS YEAR'S MEAN MAXIMUM	MEAN MAXIMUM AS A PERCENT OF MEAN MINIMUM	NUMBER OF INCREMENTS
1963	1	3041	0.5	4975	1.5	164	8-11
	2	3556	1.1	5725	1.7	161	8-11
	3	4091	1.4	6487	1.5	159	8-11
	4	4953	1.5	8050	2.2	163	10-12
	5	5304	1.2	8413	1.9	159	10-12
	6	5644	1.1	8762	1.8	155	10-12
1964	1	3081	1.3	5063	1.8	164	8-11
	2	3641	2.4	5841	2.0	160	8-11
	3	4194	2.5	6634	2.3	158	8-11
	4	5075	2.5	8328	3.5	164	10-12
	5	5432	2.4	8695	3.4	160	10-12
	6	5790	2.6	9069	3.5	157	10-12
1965	1	3116	1.1	5238	3.5	168	8-11
	2	3709	1.9	6065	3.8	164	9-11
	3	4281	2.1	6788	2.3	159	9-11
	4	5297	4.4	8738	4.9	165	10-12
	5	5671	4.4	9128	5.0	161	10-12
	6	6059	4.6	9522	5.0	157	10-12
1966	1	3331	6.9	5554	6.0	167	8-11
	2	3925	5.8	6414	5.8	163	9-11
	3	4525	5.7	7264	7.0	161	9-11
	4	5588	5.5	9384	7.4	168	10-13
	5	6006	5.9	9812	7.5	163	10-13
	6	6434	6.2	10244	7.6	159	10-13

TABLE 38 (Continued)

YEAR	YEARS OF TRAINING	MEAN MINIMUM SALARY ^a	PERCENTAGE INCREASE FROM PREVIOUS YEAR'S MEAN MINIMUM	MEAN MAXIMUM SALARY ^a	PERCENTAGE INCREASE FROM PREVIOUS YEAR'S MEAN MAXIMUM	MEAN MAXIMUM AS A PERCENT OF MEAN MINIMUM	NUMBER OF INCREMENTS
1967	1	4001	20.1	6134	10.4	153	7-10
	2	4375	11.5	7089	10.5	162	9-10
	3	5103	12.8	8047	10.8	158	9-10
	4	6241	11.7	10404	10.9	167	10-12
	5	6666	11.0	10873	10.8	163	10-12
	6	7100	10.4	11304	10.3	159	10-12
1968	1	4296	7.4	6481	5.7	151	7-10
	2	4691	7.2	7451	5.1	159	9-10
	3	5448	6.8	8443	4.9	155	9-10
	4	6635	6.3	11008	5.8	166	10-12
	5	7079	6.2	11453	5.3	162	10-12
	6	7533	6.1	11905	5.3	158	10-12
1969	1	4547	5.8	6961	7.4	153	9-10
	2	5086	8.4	8018	7.6	158	9-10
	3	5856	7.5	8988	6.5	153	9-10
	4	7158	7.9	11728	6.5	164	10-11
	5	7604	7.4	12116	5.8	159	10-12
	6	8073	7.2	12645	6.2	157	10-11

^aMean salaries have been calculated to the nearest dollar.

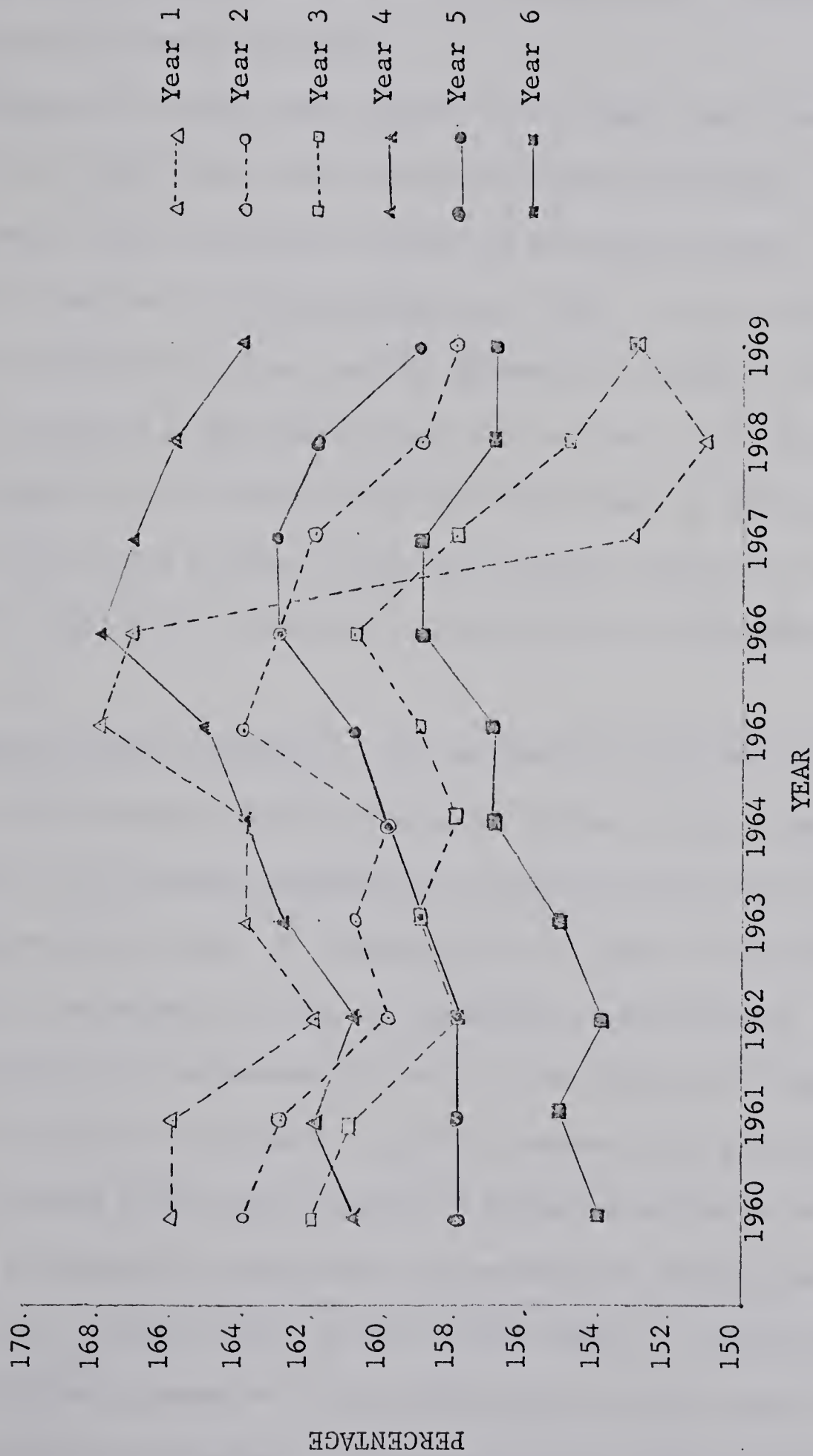


FIGURE 6
MAXIMUM SALARIES AS PERCENTAGES OF MINIMUM SALARIES
FOR SIX CATEGORIES OF TEACHER EDUCATION
OVER TEN YEARS

number of increments in some agreements. In spite of experiments with thirteen increments in two agreements in 1966, the tendency was to drop thirteen and fourteen step scales, and in the majority of agreements ten or eleven steps were the norm.

Increments in urban areas tended to be larger than those in rural areas with the result that urban maxima were generally higher than rural maxima although rural agreements frequently had higher minima, particularly in the lower training categories. Table 39, page 187, summarizes increment data from the 160 agreements analyzed. The largest percentage increases in increments over the ten years were found in the urban agreements in the fourth, fifth and sixth year of training categories (fifty nine percent, fifty nine percent and sixty one percent respectively) and in the fourth year category in rural agreements (sixty percent).

Administrative allowances: All agreements contained provision for principal's and vice-principal's allowances (Table 40, page 188). In 1960, eleven of the sixteen agreements provided for the payment of these administrators on the basis of scheduled salary, plus an allowance determined by the number of rooms in the schools administered. At that time only three rural agreements and none of the urban ones based allowances on number of teachers. By 1969, however, the positions were precisely reversed with twelve agreements basing principal's and vice-principal's allowances on the numbers of teachers in their schools and only three rural jurisdictions retaining the number of rooms as the basis. Only three agreements (two in 1968, one in 1969) calculated principal's and vice-principal's allowances on the number of pupils.

TABLE 39

MEAN ANNUAL INCREMENTS IN SEVEN URBAN AND NINE
RURAL COLLECTIVE AGREEMENTS 1960-1969

YEARS OF TRAINING	MEAN ANNUAL INCREMENTS ^a										
	1960	1961	1962	1963	1964	1965	1966	1967	1968	1969	
1	URBAN	246	247	235	235	238	252	264	275	267	277
	RURAL	174	181	184	188	193	208	216	227	236	247
2	URBAN	251	252	245	244	246	254	280	302	305	329
	RURAL	197	206	209	214	221	237	243	268	274	288
3	URBAN	257	257	253	254	258	260	283	303	308	325
	RURAL	220	229	236	241	247	250	274	301	307	319
4	URBAN	284	290	295	307	322	324	355	389	415	452
	RURAL	260	271	283	288	291	301	325	373	390	415
5	URBAN	284	290	295	310	324	330	355	392	415	452
	RURAL	270	276	286	290	291	302	327	378	390	400
6	URBAN	284	290	296	311	327	330	355	392	415	457
	RURAL	270	276	287	291	291	303	328	378	390	411

^aMean increments have been calculated to the nearest dollar.

TABLE 40

FREQUENCY OF PROVISIONS FOR ADMINISTRATIVE AND
OTHER SPECIAL ALLOWANCES IN SEVEN URBAN AND
NINE RURAL AGREEMENTS, 1960-1969

PROVISION	NUMBER OF URBAN AGREEMENTS CONTAINING PROVISION									
	1960	1961	1962	1963	1964	1965	1966	1967	1968	1969
1.Administrative Allowances (Principal, Vice-Principal)	7	7	7	7	7	7	7	7	7	7
2.Other Administrative Allowances	7	7	7	7	7	7	7	7	7	7
3.Average Number of other Administrative Allowances	2.6	2.7	2.7	2.4	2.8	3.3	3.6	3.7	3.6	3.7
4.Allowances for Specialist Teachers	7	7	7	7	7	7	7	7	7	7
5.Average number of types of Specialist Teacher recognized for Allowances	4.3	5.3	5.9	5.7	5.6	4.1	5.1	5.4	5.6	5.6
	NUMBER OF RURAL AGREEMENTS CONTAINING PROVISION									
	1960	1961	1962	1963	1964	1965	1966	1967	1968	1969
1.Administrative Allowances (Principal, Vice-Principal)	9	9	9	9	9	9	9	9	9	9
2.Other Administrative Allowances	6	5	5	5	5	6	7	7	8	8
3.Average Number of other Administrative Allowances	1	1	1	1	1	1	1.4	1.9	2.1	2.3
4.Allowances for Specialist Teachers	6	7	6	6	6	6	7	5	6	5
5.Average number of types of Specialist Teacher recognized for Allowances	2.3	1.9	1.8	2	1.8	2.1	2.3	3	2.1	2.8

Administrative allowances for personnel other than principals and vice-principals were provided in all urban agreements and an increasing number of rural agreements throughout the decade (Table 40, page 188). The positions mentioned in such provisions were those of:

- Assistant Principal (when distinguished from vice-principal)
- Supervisor
- Department Head
- Administrative Assistant
- Teacher in Charge
- Director
- Assistant Director.

Most commonly included was the position of "Supervisor" which was virtually the only position recognized in rural agreements for the greater part of the period and which was first to be introduced into both urban and rural agreements.

The method of payment specified for all these positions was usually that of a set allowance payable in addition to the regular grid salary applicable.

Allowances for specialist teachers. Twenty different kinds of specialists were recognized as eligible for extra allowances in one or more agreements in the 1960's. Every urban agreement had provision for at least one type of specialization and the number of rural jurisdictions making these allowances varied between five and seven out of nine (Table 40, page 188).

The three most frequently mentioned specialists were: remedial teachers, industrial arts teachers and consultants provided for in forty-three percent, thirty-three percent and thirty percent of agreements respectively. In all of these cases two thirds or more of the agreements containing provisions were urban. Fourth in order of frequency of mention were teachers holding special certificates: they

were found only in rural agreements. The other specialists receiving allowances are listed below in descending order of frequency:

- Relieving Teachers (urban only)
- Visiting Teachers (urban only)
- Teachers of the Handicapped (urban only)
- Commercial Teachers
- Home Economics Teachers
- Counsellors
- Teachers working in more than one school (almost entirely urban)
- Music Teachers (mainly urban)
- Psychologists
- Social Workers (urban only)
- Speech Therapists (urban only)
- Attendance Officers (urban only)
- Art Specialists (urban only)
- Drama Specialists (almost entirely urban)
- Physical Education Specialists (urban only)
- Teachers in Mobile Schools (one rural agreement only).

In urban agreements provisions were made for more types of specialist allowances and were made more frequently than in rural agreements.

Trends in allowances. There are indications in Table 40, page 188, that there were slight trends towards inclusion of a greater number of administrative allowance categories and types of specialists receiving allowances during the study period, in urban jurisdictions.

There was a tendency for a greater number of rural jurisdictions to include administrative designations other than principal and vice-principal in the latter half of the ten years, but the situation with regard to allowances for specialist teachers remained fairly stable in rural agreements throughout the period.

Bonuses and extraordinary salaries. Table 41, page 191, and Table 42, page 192, indicate the frequencies in the sample agreements of nine provisions specifying conditions of payment for special types of work or special classes of teachers.

Isolation bonuses were paid in two rural jurisdictions throughout most of the period (Table 42, page 192) and three urban jurisdictions

TABLE 41

FREQUENCY OF PROVISIONS FOR PAYMENT OF BONUSES
AND EXTRAORDINARY SALARIES IN SEVEN URBAN
COLLECTIVE AGREEMENTS, 1960-1969

PROVISION	NUMBER OF AGREEMENTS CONTAINING PROVISION									
	1960	1961	1962	1963	1964	1965	1966	1967	1968	1969
1. Isolation bonus	0	0	0	0	0	0	0	0	0	0
2. Payment for evening and summer work	3	3	3	3	3	2	3	3	3	3
3. Payment for extra curricular acti- vities	2	2	1	1	1	2	2	2	2	2
4. Payment of Temporary teachers	2	2	2	2	2	2	1	1	1	1
5. Payment of Substitute teachers	6	6	6	6	6	6	6	6	6	6
6. Payment of Substitute teachers at schedule rates	4	4	4	4	4	4	4	5	5	5
7. Withholding of all increments	1	2	2	3	3	2	1	1	0	0

TABLE 42

FREQUENCY OF PROVISIONS FOR PAYMENT OF BONUSES
AND EXTRAORDINARY SALARIES IN NINE RURAL
COLLECTIVE AGREEMENTS, 1960-1969

[illegible]

included provisions for extra payments to teachers engaged in evening and summer work (Table 41, page 191).

Thirty one percent of rural agreements and twenty three percent of urban agreements included provision for remuneration for extra-curricular activities (Tables 41 and 42). The conditions of such remuneration were negotiated and specified in the agreements concerned. In the few agreements which mentioned payment of temporary teachers (Tables 41 and 42) the method of payment set down was "pro rata" according to the salary scale.

The majority of agreements (seventy two percent) made provision for substitute teachers (Tables 41 and 42) but only about two thirds of these specified the conditions under which substitute teachers would receive scheduled rates of pay (Tables 41 and 42). The most common conditions for substitute payment were set daily and half daily rates of pay with no vacation pay. Only one of the sixteen jurisdictions provided for payment of substitutes at regular scheduled salaries on a pro rata basis without qualification. Other jurisdictions which allowed any form of pro rata payment required two weeks or more service at daily rates before the application of the salary scale.

In some urban agreements up to 1967 there was a clause reserving the discretionary right of school boards to withhold all increments in the event of severe financial restrictions or for other reasons (Table 41, page 191).

Trends in bonuses and extraordinary salaries. The seven areas discussed in this section remained stable throughout the ten years investigated. The removal of the urban boards' discretionary rights to withhold increments, in the last two years of the decade was the only noteworthy

change.

Cluster E-- Hiring, Severance, Transfer and Tenure Provisions

Most urban agreements and more than half the rural agreements contained conditions of hiring (Table 43, page 195). The conditions included most commonly were: submission of a medical certificate, chest x-ray and proof of teacher education and experience.

A small percentage of urban agreements specified conditions of transfer within the jurisdiction (Table 43, 2) and one rural jurisdiction provided moving expenses for all transfers within the division up to 1968. The conditions of this provision were changed in 1969 to grant moving expenses only in cases of transfer at board request.

There were no observable trends in the sample agreements in this cluster.

Cluster F-- Professional Load Provisions

As indicated in Table 44, page 196, there were very few provisions concerning professional load in any of the agreements analyzed. Only one urban jurisdiction provided administrative and supervisory time and teachers' preparation time throughout the ten years (Table 44). In this jurisdiction the administrative time was given to principals, assistant principals and other administrative personnel. For the first eight years preparation time was restricted to teachers in secondary schools and in the last two years of the decade secondary teachers received more preparation time than their elementary colleagues.

Other professional load conditions in urban agreements were time off with pay for curriculum-making, work load to be the subject of negotiation between teachers and trustees,

TABLE 43

FREQUENCY OF PROVISIONS RELATED TO HIRING, SEVERANCE,
TRANSFER AND TENURE IN SEVEN URBAN AND NINE
RURAL AGREEMENTS, 1960-1969

[illegible]

TABLE 44

FREQUENCY OF PROFESSIONAL LOAD PROVISIONS IN SEVEN
URBAN AND NINE RURAL AGREEMENTS, 1960-1969

PROVISION	NUMBER OF URBAN AGREEMENTS CONTAINING PROVISION									
	1960	1961	1962	1963	1964	1965	1966	1967	1968	1969
1. Administrative and Supervisory time	1	1	1	1	1	1	1	1	1	1
2. Preparation time	1	1	1	1	1	1	1	1	1	1
3. Time for curriculum making	1	1	1	1	1	0	0	0	0	1
4. Work Load	0	0	0	0	0	0	0	0	0	1
5. Teaching Load of Specified Teachers	0	0	0	0	0	0	0	1	1	1
6. Class Size	0	0	0	1	1	0	0	0	0	0
7. Negotiation of Extra Duties	1	1	0	0	0	0	0	0	0	0
8. Marking of Departmental Examinations	1	1	1	1	1	0	0	0	0	0

	NUMBER OF RURAL AGREEMENTS CONTAINING PROVISION									
	1960	1961	1962	1963	1964	1965	1966	1967	1968	1969
1. Administrative and Supervisory time	0	0	0	0	0	0	0	1	1	1

There were no provisions in Rural
Agreements in any other field in
this Cluster

work load to be reduced for certain teachers (teachers involved in preparation of education television were specified), class size to be negotiated, negotiation of extra duties and time off (or extra payment) for marking departmental examinations. None of these conditions were found in more than one agreement in any year. Some appeared only towards the end of the decade while others existed early in the period and dropped out in later years.

The only reference to professional load among the rural agreements was found in the introduction of administrative and supervisory time for principals and vice-principals in one jurisdiction for the last three of the ten years (Table 44, page 196).

There was no evidence of developing trends in this cluster.

Cluster G -- Leave Provisions

Sick leave. All agreements (with the exception of one in the first three years of the decade) provided for the accumulation of all or part of the unused portion of the statutory, annual sick leave allowance of twenty days. The average accumulation allowed is shown below for each year in rural and urban agreements:

	1960	1961	1962	1963	1964	1965	1966	1967	1968	1969
Urban:	127	110	133	131	129	129	133	143	151	162
Rural:	121	121	121	121	121	123	123	126	132	137

In the urban jurisdictions the cumulative sick leave allowance increased by twenty-eight percent and in rural jurisdictions by thirteen percent over the ten years. In one urban agreement there was no limit stated on the amount of accumulation.

The rate of accumulation was most commonly "all the unused portion"

of statutory sick leave but in many this was reduced to "half" the unused leave and in some agreements to "three quarters". In thirty agreements there were added restrictions imposed. For example, in some, accumulation in the first five years of a teacher's employment was at the rate of four days per year and thereafter at the full amount of unused leave.

In nineteen agreements (three jurisdictions) extra sick leave, over the statutory allowance could be granted to teachers at the discretion of the board (Tables 45, page 199, and 46, page 201). Seventy agreements expressly excluded the possibility of teachers being reimbursed for unused sick leave upon retirement, resignation or dismissal and in one jurisdiction teachers with more than five years of service who resigned and subsequently were reappointed (within two years) could have their full accumulation of sick leave reinstated.

In eight to eleven jurisdictions proof of illness had to be provided under the terms of the agreement, if a teacher was absent for more than three days (Tables 45 and 46). In some agreements this was reduced to two days and in others extended to five days. An extension to nine days or more was given in some jurisdictions in specific cases of serious illness.

Trends in sick leave provisions. There was a tendency in both rural and urban agreements for the maximum accumulation of sick leave to increase. This trend was more marked in urban agreements than rural, the latter remaining stable over the first half of the decade and then increasing at a slower rate than the urban provisions.

Other areas in this sub-group of Cluster G showed little change throughout the period. There was a tendency for the conditions con-

TABLE 45

FREQUENCY OF LEAVE PROVISIONS IN SEVEN
URBAN COLLECTIVE AGREEMENTS, 1960-1969

[illegible]

TABLE 45 (Continued)

PROVISION	NUMBER OF AGREEMENTS CONTAINING PROVISION									
	1960	1961	1962	1963	1964	1965	1966	1967	1968	1969
14. Leave of Absence for Professional Activity	3	3	3	3	3	3	3	3	2	2
15. Leave for Community Activities	2	2	2	2	2	2	2	3	2	2
16. Leave for Personal Reasons	5	6	6	6	6	6	6	6	6	6
17. Leave for Curriculum Development	2	2	2	2	2	1	1	1	1	2
18. Maternity Leave	1	2	3	4	4	4	4	4	4	4

TABLE 46

FREQUENCY OF LEAVE PROVISIONS IN NINE RURAL
COLLECTIVE AGREEMENTS, 1960-1969

PROVISION	NUMBER OF AGREEMENTS CONTAINING PROVISION									
	1960	1961	1962	1963	1964	1965	1966	1967	1968	1969
1. Accumulation of Sick Leave	9	9	9	9	9	9	9	9	9	9
2. Rate of Sick Leave Accumulation	8	8	8	8	9	8	9	9	9	9
3. Additional Sick Leave	0	0	0	0	0	0	0	0	0	0
4. Payment for Unused Sick Leave on Termination	5	5	5	5	5	5	5	6	6	5
5. Maximum Sick Leave without Proof of Illness	3	3	3	3	4	4	4	4	4	5
6. Eligibility for Sabbatical Leave	3	3	5	6	7	8	8	8	8	8
7. Reason for Sabbatical Leave	3	3	5	6	6	7	7	8	8	8
8. Sabbatical Leave Salary	3	3	5	6	6	7	7	8	8	8
9. Conditions of Sabbatical Leave	3	3	5	6	6	7	7	8	8	8
10. Return from Sabbatical Leave	2	2	4	4	4	5	5	5	4	5
11. Restriction on Sabbatical Leave	1	1	1	1	1	2	2	3	3	3
12. Temporary Leave of Absence	3	3	3	4	4	5	5	5	5	5
13. Leave of Absence for Professional Improvement	0	0	0	1	1	1	1	1	0	0

TABLE 46 (Continued)

PROVISION	NUMBER OF AGREEMENTS CONTAINING PROVISION									
	1960	1961	1962	1963	1964	1965	1966	1967	1968	1969
14. Leave of Absence for Professional Activity	0	0	0	0	0	0	1	1	1	1
15. Leave for Community Activities	0	0	0	0	0	0	0	0	0	0
16. Leave for Personal Reasons	3	3	3	4	4	5	5	5	6	5
17. Leave for Curriculum Development	0	0	0	0	0	0	0	0	0	0
18. Maternity Leave	0	1	2	2	2	2	2	2	2	2

cerning rate of accumulation to change towards allowance of all unused portion of statutory sick leave: only three agreements allowed this in 1960 but by 1969 there were ten. There was also a slight tendency for a larger number of jurisdictions to include provisions specifying the number of days sick leave that would be granted without proof of illness.

Sabbatical leave provisions. There were six types of provision concerning sabbatical leaves found in agreements (Table 45, page 199). They covered: eligibility in terms of length of service, acceptable reasons for leave to be granted, salary payable, conditions applying to undertakings made by teachers accepting leave, conditions upon return from sabbatical leave and restrictions placed on certain classes of teachers with regard to their eligibility to apply for sabbatical leave.

The great majority of urban agreements included all six types of provision (Table 45, page 199). The main condition of service eligibility was eight years or more, but there were also many references to five years and seven years as the required length of prior service to establish eligibility for one year of sabbatical leave.

Forty-five rural agreements granted sabbatical leave only for purposes of study, an equal number allowed both study and travel as satisfactory reasons. Twenty-one urban agreements took the latter position and a further twenty-two recognized study, travel and health as legitimate. A few agreements recognized the gaining of experience as a reason for leave. One urban district in 1968 and 1969 recognized only "health" as an acceptable reason for sabbatical. A very great majority (over 98 percent) of agreements with sabbatical leave provisions allowed "study" with or without other reasons, as a ground on which to

grant leave.

Payment during sabbatical leave was usually on the basis of a set sum of money specified in the agreement. In only one urban jurisdiction for one year was there provision for payment of a percentage of salary. One rural jurisdiction also provided for this over a period of seven years. Other methods of payment were: lowest salary on the schedule or the difference between the teacher's regular salary and the lowest salary in his category of training.

The conditions under which sabbatical leaves could be granted usually involved an undertaking on the part of the teacher to render service to the granting jurisdiction for a period of time subsequent to the leave. The most common stipulation was for two years service (some agreements contained specific reference to repayment of sabbatical stipend in the event of failure to complete the required service).

In a considerable number of agreements the conditions of return from sabbatical leave were not specified. The specification found most often was that teachers would return to their previous position. Some agreements containing this provision included an additional salary increment in the terms and some specifically excluded such payment. Twenty-five urban agreements and five rural agreements specified return to an "equivalent" position with or without a salary increment.

The two major restrictions placed upon sabbatical leaves were upon teachers close to retirement and upon the accepting of remunerative positions while on leave. Rural jurisdictions contained only the former restriction. Provisions imposing restrictions were less frequent than any of the other provisions concerning sabbatical leave (Tables 45 and 46).

Trends in sabbatical leave provisions. Among urban agreements sabbatical leave provisions remained stable but there was a marked tendency for all types of sabbatical leave provision to increase in rural jurisdictions throughout the 1960's. (Table 46, page 201).

Other leave provisions. Seven types of leave apart from sick leave and sabbatical leave were found in agreements:

1. Temporary leave of absence for family illness or death. A majority of urban agreements offered five or ten days for this reason. About half the rural jurisdictions also provided this type of leave but usually at board discretion rather than for a specified number of days (Tables 45 and 46).
2. Leave for Professional Improvement. This sort of temporary short term leave was provided mainly in urban jurisdictions (only five rural agreements from one jurisdiction included it) (Tables 45 and 46).
3. Leave of Absence for Professional Activity. A few urban jurisdictions and one rural jurisdiction in later years provided for this kind of leave (Tables 45 and 46).
4. Leave for Community Activities -- was found in two sets of urban agreements and in no rural agreement.
5. Temporary Leave for Personal Reasons was provided for in most urban agreements (85 percent) and in increasing numbers of rural agreements throughout the study period (Tables 45 and 46).
6. Leave for Curriculum Development was found in a small number of urban agreements (Table 45) and in no rural agreements (Table 46).
7. Maternity Leave was also more prevalent in urban than in rural agreements and was found in more than fifty percent of the

former from 1963 on (Tables 45 and 46, pages 199 and 201).

Trends in other leave provisions. The only trends noted in this subgroup of Cluster G were among rural agreements where there was a tendency for more agreements to include temporary leaves of absence for family illness or death (Table 46, 12) and for personal reasons (Table 46, 16).

Cluster H-- Pension and Retirement Benefit Provisions.

One urban district had a benefit for all retiring employees negotiated into its agreements up to 1967. There was no other reference to this kind of provision.

Cluster I-- Insurance Provisions

Group life insurance provisions were found in similar numbers of urban and rural agreements (Table 47, page 207), but the percentage of agreements containing them was small (less than thirty percent). There were similarly low percentages of provisions concerning accident, sickness and liability insurance with rural agreements containing none of the last mentioned provisions at all (Table 47). The growing popularity of the Alberta School Employees' Benefit Plan (inaugurated in 1967) was not clearly reflected in the sample agreements though the slightly higher numbers of jurisdictions with group insurance plans in 1969 was due to introduction of the plan by some units.

There were no definite trends in this Cluster.

Cluster J-- Physical Provisions

No agreement contained provisions concerning the buildings, facilities or equipment in and with which teachers work and live.

TABLE 47

FREQUENCY OF INSURANCE PROVISIONS IN SEVEN URBAN
AND NINE RURAL COLLECTIVE AGREEMENTS, 1960-1969

PROVISION	NUMBER OF URBAN AGREEMENTS CONTAINING PROVISION									
	1960	1961	1962	1963	1964	1965	1966	1967	1968	1969
1. Group Life Insurance	2	2	2	2	2	2	2	2	2	5
2. Accident, Sickness and Medical Insurance	2	2	2	2	2	2	2	2	3	3
3. Liability Insurance	0	0	0	0	0	0	0	0	0	0

	NUMBER OF RURAL AGREEMENTS CONTAINING PROVISION									
	1960	1961	1962	1963	1964	1965	1966	1967	1968	1969
1. Group Life Insurance	2	2	2	2	2	2	2	3	3	4
2. Accident, Sickness and Medical Insurance	2	1	1	1	1	0	1	1	1	0
3. Liability Insurance	1	1	1	1	1	2	1	1	1	1

Cluster K -- Association Security Provisions

The provisions, discussed under Cluster C - Regulatory, which regulated the scope of the bargaining unit and those which mentioned compulsory ATA membership were the only ones found that bore directly on the subject of Association Security.

Cluster L -- Miscellaneous Provisions

Three provisions found in agreements were classified in this cluster. The first concerned the creation of new positions which were not covered by the agreement. In the two urban agreements that contained this provision the conditions under which new positions could be created involved either consultation (in one case) or bargaining (in the other) with teachers before a new position could be created (Table 48, page 209).

The second miscellaneous provision was found only in rural agreements (Table 48) and provided for travel allowances for teachers travelling on school business.

Finally, in this cluster, there was one urban jurisdiction and one rural jurisdiction (1960-1963 only) that made provision for the payment of teachers' salaries when they were unavoidably late or absent from duty.

There were no observable trends in these provisions over the ten years.

Cluster M -- Management Rights Provisions

There were no provisions in agreements that could be most appropriately classified in this cluster. There were, however, provisions in various other clusters which indicated board prerogatives and discretionary powers and these can properly be considered as constituents

TABLE 48

FREQUENCY OF MISCELLANEOUS PROVISIONS IN SEVEN
URBAN AND NINE RURAL AGREEMENTS, 1960-1969

PROVISION	NUMBER OF URBAN AGREEMENTS CONTAINING PROVISION									
	1960	1961	1962	1963	1964	1965	1966	1967	1968	1969
1. Creation of New Positions not covered by Collective Agreement	0	0	0	0	0	1	1	0	2	2
2. Travel Allowances	0	0	0	0	0	0	0	0	0	0
3. Payment of teachers when unavoidably absent	0	0	1	1	1	1	1	1	1	1
	NUMBER OF RURAL AGREEMENTS CONTAINING PROVISION									
	1960	1961	1962	1963	1964	1965	1966	1967	1968	1969
1. Creation of New Positions not covered by Collective Agreement	0	0	0	0	0	0	0	0	0	0
2. Travel Allowances	2	3	3	3	3	3	3	3	3	2
3. Payment of teachers when unavoidably absent	1	1	1	0	0	0	0	0	0	0

of this cluster as well as that in which they have been placed and discussed.

SUMMARY OF FINDINGS

Urban jurisdictions. In Table 49, page 211, the number of provisions found in each cluster for each of the ten years in urban agreements are reported. Only two clusters showed any marked increase in provisions over the decade: B--Bargaining Rights, which increased over fifty-eight percent, and D--Salary, which increased over twenty-three percent. Leave provisions formed a consistently high proportion of all urban provisions throughout the period.

The overall increase in non-salary provision over the period was about sixteen percent.

Rural jurisdictions. In rural agreements, summarized in Table 50, page 212, the largest increases were also noted in bargaining rights, salary and leave provisions. The respective percentage increases in these three clusters were 153 percent, 10.6 percent and 73.9 percent.

Among rural jurisdictions the total non-salary provision increase was fifty percent.

Apparently both rural and urban bargaining units during the 1960's concentrated on salary and bargaining rights, while leave was a third area of concern in rural jurisdictions.

ATA Goals and Collective Agreement Provisions

Examination of Tables 49 and 50, pages 211 and 212, indicates that of the four clusters which contained most ATA goals and a majority of the high intensity goals (B--Bargaining Rights, D--Salary, F--Professional Load and K--Association Security) only two--B and D--

TABLE 49

SUMMARY OF PROVISIONS IN SEVEN URBAN
COLLECTIVE AGREEMENTS, 1960-1969

FIELD CLUSTER ^a	NUMBER OF PROVISIONS									
	1960	1961	1962	1963	1964	1965	1966	1967	1968	1969
B. Bargaining Rights and Procedures	34	34	49	49	49	49	52	55	55	54
C. Regulatory	28	28	28	28	28	28	28	28	28	28
E. Hiring, Transfer, Tenure and Severance	6	7	6	7	8	8	8	8	8	8
F. Professional Load	5	5	4	5	5	2	2	3	3	5
G. Leave	83	85	87	90	90	87	86	89	86	81
H. Retirement Benefits	1	1	1	1	1	1	1	0	0	0
I. Insurance	2	2	2	2	2	2	2	2	3	5
J. Physical Con- ditions	0	0	0	0	0	0	0	0	0	0
K. Association Security	0	0	0	0	0	0	0	0	0	0
L. Miscellaneous	0	0	1	1	1	2	2	1	3	3
M. Management Rights	0	0	0	0	0	0	0	0	0	0
Total number of non- salary provisions	159	162	178	183	184	179	181	186	186	184
D. Salary and Allowances	126	137	149	150	151	143	152	155	155	156

^aThe general provisions and identification information that comprise Cluster A have not been included.

TABLE 50

SUMMARY OF PROVISIONS IN NINE RURAL
COLLECTIVE AGREEMENTS, 1960-1969

	1960	1961	1962	1963	1964	1965	1966	1967	1968	1969
1. Number of Provisions in Field Clusters: ^a										
B. Bargaining Rights and Procedures	17	25	25	34	35	32	35	35	38	43
C. Regulatory	38	38	38	38	38	38	38	37	37	36
D. Salary and Allowances	113	111	110	109	109	111	119	121	123	125
E. Hiring, Transfer Tenure and Severance	5	5	5	6	6	6	6	6	6	6
F. Professional Load	0	0	0	0	0	0	0	1	1	1
G. Leave	46	47	58	65	68	75	77	78	80	81
H. Retirement Benefit	0	0	0	0	0	0	0	0	0	0
I. Insurance	5	4	4	4	4	4	4	5	5	4
J. Physical Con- ditions	2	3	3	2	2	1	1	1	1	1
K. Association Security	0	0	0	0	0	0	0	0	0	0
L. Miscellaneous	3	4	4	3	3	3	3	3	3	2
M. Management Rights	0	0	0	0	0	0	0	0	0	0
2. Total number of non- salary provisions	116	126	137	152	156	159	164	166	171	174

^aThe general provisions and identification information that comprise Cluster A have not been included.

received major attention in the collective agreements analyzed. On the other hand, G--leave, a cluster which contained six goals, only one of them of high intensity, also received major attention in agreements. The only other cluster which had numerous provisions in agreements was C--Regulatory.

The particular ATA goals that were attained to some extent in some or all of the agreements studied were as follows:

Substantially Achieved Goals

1. TB8. Inclusion of grievance procedures in all agreements. By 1969 there were only two jurisdictions that did not have interpretation and/or grievance procedures in their agreements.
2. TB3. Direct negotiation between employer and employee group. There were no agreements in the sample that were not the result of this kind of direct negotiation.
3. TB14. All agreements in proper format. The agreements studied conformed in most cases to the ATA format guide.
4. TD1. A single preparational salary scale based on education and experience. All jurisdictions studied used this type of salary scale, and partial years of training were counted for salary purposes in a substantial number.
5. TD4, TD5. Increases in basic grid salary rates based on fourth year of training range. The percentage increase over the ten years in the fourth year average minimum salary in the sample jurisdictions was over fifty-six percent. The ATA goal as shown in Table 5, page 58, was for a fifty percent increase.

The sum of \$5,000 as a basic fourth year minimum was held as a goal from 1960 to 1963 and in the agreements studied the average fourth

year minimum exceeded this figure for the first time in 1964 (Table 38, page 182).

The goals expressed sought an eighty-eight percent increase in fourth year maximum (Table 5, page 58)-- the actual increase achieved in average maximum salaries in the agreements studied was fifty-eight percent (Table 38, page 182).

The annual percentage increases in salary minima and maxima set as goals were not met in the sample jurisdictions average increases. But the increases were substantial in the latter years of the decade (Table 38, page 182).

Although the objective of obtaining maximum salaries in each training category that were 200 percent of the corresponding minima, was not achieved there was a general tendency shown in Figure 6, page 185, for maximum to increase as a percentage of the minimum in all three graduate salary categories and to decrease in the undergraduate categories. By 1966 the fourth year category earning power as measured by this percentage was clearly ascendant -- in harmony with the ATA objectives of making the fourth year range the basis of negotiations and of increasing salary gradients.

6. TD6. Increases in increments. The targets of \$400 increments at the undergraduate level and \$500 at the graduate level were not met in the average increments reported in Table 39, but some of these did increase to the extent of sixty percent over the ten years.

By the end of the period there were no agreements containing provisions which permitted boards to withhold increments of all teachers though there were still limitations and exceptions for groups of teachers in some jurisdictions.

7. TD10. Salary increases for undergraduate years of training. Percentage increases for the first three training categories were generally lower than other categories up to 1966 but in that year they were comparable and remained so in succeeding years (Table 38).

8. TD12. Exclusion of merit pay provisions. None of the agreements studied included such provisions.

9. TD14. Protection of salary status upon signing of a new agreement. As indicated in Table 36, provisions to this effect were present in about sixty-five percent of agreements.

10. TG1, TG2. Sabbatical leave in all agreements with conditions negotiated. These goals were achieved in all urban jurisdictions in the sample throughout the decade (one eliminated sabbatical leave in 1969) and by 1969 they were achieved in eight out of nine rural jurisdictions.

11. Accumulation of all unused portion of statutory sick leave to a maximum of 200 days. By the end of the decade a majority of agreements allowed accumulation of all unused days, and the mean maximum allowed had increased to 162 days in urban agreements and 157 days in rural agreements.

Partially Achieved Goals

In addition to the goals summarized in the preceding section that were achieved to a considerable degree in the sample agreements, there were several goals for which a partial or minimal degree of attainment was observable:

1. TB10. Inclusion of all teachers except the superintendent in the bargaining unit. This provision was made explicit in some agreements but in most the legislative provisions were relied on as sufficiently

permanent to ensure the status quo so far as bargaining units were concerned.

2. TB7. Inclusion of both salary and working conditions in collective agreements. This goal had a minimal achievement in that there were no provisions found in any agreements banning or excluding the negotiation of working conditions and some such conditions were negotiated in all agreements.

3. TD3. Full transferability and transportability of teaching service. This principle was firmly established in the rural agreements studied but can only be considered partially achieved in that the urban jurisdictions showed very slight, if any, evidence of moving towards full placement.

4. TD7. Fewer steps between minimum and maximum salaries. The elimination of fourteen and thirteen step scales and the increasing numbers of ten step scales would seem to be indicators of some achievement of this goal.

5. TD8. Increased differences in salary between the fourth and fifth and fourth and sixth years of training categories. There were increases in this area--the difference between the average fourth year minimum and the average fifth year minimum in 1960 was \$344 and between the fourth and sixth years \$694. By 1969 these differences had risen to \$446 and \$915 respectively. These apparently substantial increases, however, must be considered in the light of the size of average increments that prevailed in the two years. In 1960 mean fourth year increment was \$284 in urban agreements and \$260 in rural jurisdictions. In 1969 the corresponding increment figures were \$452 and \$412. Thus, if the urban figures are used, in 1960 the difference between the fourth and fifth

years was \$60 more than an average increment, whereas in 1969 the difference was six dollars less than an average increment. Although increased in absolute terms the relative positions of the two higher training categories do not appear to have improved.

6. TD11. Increase in number of special function allowances (including administration). There were increases in both administrative and specialist teachers' allowances during the period, with increases in the latter mainly in urban agreements.

7. TD15 and TD16. Payment for evening and summer work. Some agreements made provision for this.

8. TE11. Acceptable transfer procedures. Agreement in one or two jurisdictions made provision for negotiation of transfer procedures and a payment of transfer costs under certain conditions.

9. TF10. Time for preparation and marking. At least a clear precedent for negotiation in this area was established in one jurisdiction during the period of the investigation.

10. TF13. Release time for administrators. Again in this area there were sufficient conditions negotiated to constitute a precedent for bargaining, but nothing more.

11. TI1. Provisions for group life insurance. The inclusion of these provisions in some agreements throughout the decade and the increasing number of agreements including them in the last year or two of the period (Table 47, page 207) were indications of some degree of achievement of this goal.

12. TI4 and TI6. Accident, sickness and medical insurance and liability insurance. Provisions in these areas were found in some agreements but there was no evidence of increase throughout the period of investigation.

Of the 123 ATA goals found in the sources examined thirteen (10.6 percent) were substantially achieved in the collective agreements analyzed. Another fourteen goals were partially achieved or dealt with in small numbers of the agreements.

Thirteen of these twenty seven goals belonged to Cluster D -- Salary, five were from B-- Bargaining Rights, three were from G-- Leave, three were from I-- Insurance, two from F-- Professional Load and one was from E-- Transfer. In terms of intensity ratings, seven of the thirteen substantially achieved goals were of high intensity, four of medium intensity and two of low intensity. The fourteen minimally achieved goals were comprised of five of high intensity, seven of medium intensity and two of low intensity.

Summary of Chapter

In Chapter VI the findings resulting from analysis of 160 collective agreements have been presented. The conditions found in agreement provisions have been summarized and apparent trends in the development of these conditions noted. Comparisons and contrasts between urban and rural agreements have been made and the goals of the ATA compared with the provisions in agreements.

In the jurisdictions studied, bargaining during the 1960's concentrated mainly upon salary and allowances, bargaining rights and leave, with the salary provisions most closely approximating the objectives of the Association. Professional Load provisions were rarely found and were mainly concerned with release time for administration, preparation and marking.

CHAPTER VII

LEGISLATION AND SCHOOL BOARD POLICIES

Changes in Legislation

Four statutes and the General Regulations of the Education Department were examined to obtain indications of the nature of government initiated rules concerning teachers' salary and working conditions, and to provide information concerning sub-problem No. 3:

What changes in legislation (including subordinate legislation) concerning teachers' salary and work conditions occurred during the ten years?

In three of the statutes there was virtually no change that could be said to be directly influential in altering teachers' working conditions. The Teaching Profession Act was modified in wording on several occasions throughout the decade but the changes strengthened the intent of the existing provisions rather than altering them. In 1964 the definition of a "superintendent" was clarified and provisions relating to the superintendent were extended to his "chief deputy" when such a position existed. In 1963 there were changes which strengthened and made explicit the objective of the Teachers' Association to promote better working conditions. The compulsory active membership clause and obligatory employer dues "check-off" clauses were also made more explicit in that year.

The only changes to the Teachers' Retirement Fund Act during the decade were those concerned with the administration of the fund, including increased government payments. The benefits to retired teachers remained unchanged.

There were no changes in the Alberta Labour Act specifically referring to teachers during the decade and Section 358 of the School Act (Government of Alberta, 1955, C297, S358) remained the same throughout:

Teachers may bargain collectively with the board of a non-divisional district or of a division and may conduct such bargaining through a bargaining agent pursuant to the Alberta Labour Act.

Perhaps one change in the Labour Act which was most significant for teachers and trustees was the inclusion of Section 57(2) in 1968. This section made it possible for employers to belong to employers' organizations and to conduct collective bargaining through such organizations. This provision made possible the type of zone bargaining which trustees had been pressing for prior to 1968.

There were many changes that were specifically related to teachers' work conditions in the School Act during the 1960's. These changes are summarized in Table 51, page 221, according to the year in which they were made. Several changes which expanded or altered the wording of sections of the Act were not included in Table 51 because they did not change the intent of existing provisions but merely clarified or removed redundancies.

Of the thirty-nine changes in the School Act reported in Table 51; twenty were concerned with Cluster E provisions-- Hiring, Termination, Transfer and Resignation. Clusters F-- Professional Load and L-- Miscellaneous had five changes each in the School Act, Cluster G-- Leave had four, K-- Association Security-- two and B, D and I one change each.

TABLE 51

CHANGES IN THE SCHOOL ACT AFFECTING TEACHERS'
SALARY AND WORK CONDITIONS 1960-1969

CLUSTER	YEAR	SECTION	PROVISION
G	1960	363	Boards permitted to pay full or part salary for sick leave in excess of the statutory twenty days.
L		368	Prohibition of boards requiring teachers to perform janitorial duties - deleted.
E		370 (4)	Boards permitted to appoint acting principals, vice-principals and assistant principals.
E		372	Terminations of designation as principal, vice-principal or assistant principal subject to appeal by teachers to the Minister of Education.
E	1961	338	Retired teachers permitted to be employed by school boards on a substitute or temporary basis only.
E		350a	Clearly established right of boards to suspend teachers (as well as dismiss them) when there were reasonable grounds to suspect: gross misconduct, neglect of duty, refusal or neglect to obey a lawful order, or mental infirmity detrimental to the school. [Wording clarified in 1967]
E		370 (4)	Establishment of the right to determine what constitutes a school for the purpose of designating administrators as a board prerogative.
E		371a	Boards permitted to appoint supervisory personnel in respect of more than one school (with ministerial permission) [Wording but not intent changed in 1962]
L		396	Teachers in kindergartens not operated by school boards not required to have teaching qualifications.
E	1962	340	Teachers concerned, to receive written notification when boards apply to the Minister of Education for termination of contract other than in July.
E		350 (2)	Teachers to be given reasons for dismissal in writing.

TABLE 51 (Continued)

CLUSTER	YEAR	SECTION	PROVISION
E	1962	350 (4)	Minister of Education may investigate an appeal and either confirm or reverse board decision. [Wording changed to clarify intent in 1967].
E		352 (2)	No right of appeal to board of reference in cases of contract termination when ministerial assent had been given; when the contract had been in effect for less than twelve months or when the teacher had been summarily dismissed. ^a
D		359	Removal of right to maintain different salary schedules for individual districts within divisions.
F		362	Teachers' convention days, institute days and certain festival or fair days including Thanks-giving Day to be counted as school days for the purposes of salary computation.
G		366 (4)	Clarified the ruling that leave of absence granted by a school board was from a <u>specific position</u> unless there was specific statement to some other effect in the terms and conditions of leave.
G		366 (5)	Time spent on leave not to be counted as experience (for increment purposes) unless specifically stated in leave conditions.
E		370	Acting administrators may be appointed only to fill vacancies or under exceptional circumstances.
E		371	Boards wishing to terminate administrative designations other than in July must notify the designee in writing, and the Minister of the reasons for the application.
		371a	Change in wording only. Intent of 1961 provision remained the same.
L	1963	331	The words "Canadian citizen" added to the provision which previously stated that only British Subjects were eligible for teacher certification.
F		378	Boards given right to set hours of school operation provided that students received a minimum of 300 minutes instruction per day and teachers were not required to give more than 330 minutes instruction per day.

TABLE 51 (Continued)

CLUSTER	YEAR	SECTION	PROVISION
I	1964	182h 185	Removed exclusive right of city boards to introduce group insurance schemes and extended the right to all jurisdictions provided that they paid no more than fifty percent of the premium.
K		182i	Gave permission for boards to place people who had completed certification requirements but were not yet under contract, in classrooms [changed in 1966 to permit student teachers into classrooms].
E		340	Regular date for notice of terminations of contract effective in July changed from June 15 to May 31.
E		341	Teachers giving notice of resignation effective in July must do so by June 15.
E		341	Teachers permitted to give thirty days notice (at any time) in the case of a termination by a board being disallowed by a board of reference.
E		353	Final date for applications for the establishment of a board of reference in disputed cases of termination to be June 15th.
E		354	Applications for a board of reference withdrawn any time up to two days before the date set, will not be pursued.
E	1965	372	Opportunity created for teachers to be granted a hearing by the board to reply to reasons for termination of designation which must be given to the teacher in writing prior to the hearing.
K	1966	182i	Permission for student teachers to be placed in classrooms.
L		182a	Permission for boards to introduce compulsory TB tests and x-rays for all employees.
B		335	Teachers' contracts deemed to include not only all the relevant sections of the School Act but also the terms of any collective agreement concluded between board and teachers.
E		344	Temporary teachers' contracts may specify commencement and termination dates, but the latter may not be later than the June 30 following commencement.

TABLE 51 (Continued)

CLUSTER	YEAR	SECTION	PROVISION
E	1966	344 (Cont'd)	When termination dates were not specified, either party may give two weeks notice and the final date for termination shall be June 30 following commencement.
E	1967	350 (4)	Change in wording only, to clarify intent of 1962 provision.
		350a	Change in wording only, to clarify intent of 1961 provision.
F		378	Permission for boards to reduce the time of Grade 1 instruction from 300 minutes to 240 minutes per day.
E	1968	348	Permission for teachers to resign upon thirty days notice if given an unacceptable transfer which is not revoked after appeal to the board.
F		362	Any day on which a teacher was absent to attend a meeting authorized or required by the Minister of Education to be counted as a school day for salary computation purposes.
L		363a	Teachers to receive salary for days unavoidably absent unless they lived outside the school division (or district) in which they taught, without having obtained prior approval for such residence. This provision existed from 1956 on--the 1968 amendment included "divisions" in the wording for the first time.
G		365	Board may require pregnancy leave with or without pay for any period of time when in the opinion of the superintendent the pregnancy was affecting health or competence of the teacher. [Previously a board could require pregnancy leave without any regard to health or competence issues].
K		423	Provision made for boards to be prosecuted without consent of the Minister of Education, for employing unqualified persons as teachers.
F	1969	182 (1)	Boards given permission to make video-tapes in any classrooms, for in-service training or university teacher training.

^aThere was right of appeal directly to the Minister of Education in cases of summary dismissal.

Subordinate Legislation--The General Regulations of the Department of Education

So far as teachers' working conditions were concerned the only significant change in Departmental Regulations occurred in February 1968 (Government of Alberta, 1968a) when Regulation 8(c)(ii) was altered to place the onus of organizing noon-hour supervision of pupils upon the principal and staff rather than upon the board. At the same time three new sections were added to the regulation: 8(c)(iii), which made noon-hour supervision a negotiable item at the bargaining table in the event of a board and school staff failing to reach agreement; 8(c)(iv), which placed the responsibility for noon-hour supervision on the principal and staff until disagreement had been resolved; and 8(c)(v), which ensured a thirty-minute duty free lunch period to any teacher assigned to noon-hour supervision of pupils.

In the regulations concerning teacher certification there were two significant changes during the period of investigation. In 1962 the minimum teacher education required for initial certification was raised from one to two years and in 1968 to three years (Government of Alberta, 1962, 1968b).

ATA Goals and Legislative Changes

Substantially achieved goals. Six of the ATA goals reported in previous chapters were substantially contained or achieved in the legislation reviewed above. In the area of salary and allowances, the 1962 revision of section 359 of the School Act (Table 51, page 222) removed one of the main possibilities for preventing the establishment of single preparational scales (Goal No. TD1, High Intensity).

The 1962 and 1968 revisions of the teacher certification regulations both raised the minimum qualification required for

certification towards the ATA goal of four years of teacher education (expressed in two high intensity goals, TK5 and TE1).

In 1962 the amendments to section 362 of the School Act (Table 51) provided for leave with pay to attend a variety of professional activities, thus contributing to the ATA goals of gaining leave or time off for in-service activities (TG5, medium intensity) and for professional meetings (TF19, low intensity).

The re-wording and expansion of Regulation 8(c) in the General Regulations of the Education Department clearly opened the way for negotiation of noon-hour supervision (ATA goal No. TF15 - medium intensity).

B. Partially Achieved Goals

A series of legislative changes in 1962 and 1965 (sections 350(2), 350(4), 371 and 372 - Table 51) widened the appeal rights of teachers in certain cases of termination, moving closer to the goal of right of appeal in all cases of dismissal (TE10 - high intensity). The goal of resignation on thirty days notice at any time of the year (TE4 - low intensity) was not achieved but a small concession was made in this respect by the introduction into section 341 of the School Act in 1964, of a thirty day notice provision in some cases (Table 51, page 223).

The provisions concerning leave of absence in section 366(4) and (5) passed in 1962 raised the question of what should be the conditions applying to sabbatical leaves and opened the door to increased negotiation in that area (ATA Goal No. TG2 - Medium Intensity).

The granting of the right to introduce group insurance schemes in all jurisdictions, by the passing of section 182h of the School Act

in 1964 was consistent with, and at least removed any legal obstruction to, the achievement of Goal No. T11 - a medium intensity goal calling for group insurance schemes in all school jurisdictions.

Of the six goals substantially achieved through legislation, three were of high intensity, two of medium and one of low intensity. One high, two medium and one low intensity goal comprised the four goals that were partially achieved through legislation.

Rules Governing Teachers' Work Conditions in School Board Policy Handbooks

Only five of the sample jurisdictions were able to supply copies of their handbooks and a search of ASTA files (all boards are requested to send copies of their handbooks to the ASTA) failed to reveal any further handbooks of the sample boards. A second limitation connected with the data from handbooks was the practice in most jurisdictions of keeping only current regulations. This made it impossible to trace the development of regulations throughout the time period.

Table 52, page 228, summarizes the provisions found in handbooks. Only those rules which were not completely contained in other sources are included in this table. For example, several of the handbooks repeated the relevant sections of the School Act and the Department of Education Regulations in lieu of specific board regulations; these have not been considered "board" regulations for the purposes of this section of the report.

The preponderance of school board regulations from the five sources examined were from Cluster F-- Conditions of Professional Service. Fourteen of the twenty-six provisions were in this category

TABLE 52

SCHOOL BOARD REGULATIONS CONCERNING TEACHERS'
WORKING CONDITIONS IN FIVE JURISDICTIONS

REGULATION	FIELD CLUSTER	NUMBER OF HANDBOOKS CONTAINING REGULATION
1. Teachers' working hours defined	F	4
2. School holidays specified	F	1
3. Time allowed for teachers' institutes and conventions	F	2
4. Conditions of noon-hour supervision specified	F	1
5. Provision for clerical assistance for administrators only	F	1
6. Teacherage rentals specified	J	1
7. Compassionate leave at board discretion	G	1
8. Restrictions on placement of some teachers in certain schools	L	1
9. Duties of Principals specified	F	5
10. Duties of Vice-Principals specified	F	3
11. Duties of teachers (other than in legislation) specified	F	2
12. Duties of Department Heads or other administrators specified	F	1
13. Duties of substitute teachers specified	F	2
14. Leave for personal reasons permitted	G	3
15. Group Medical coverage (voluntary)	I	1
16. Group Life Insurance (voluntary)	I	1
17. Conditions of pregnancy leave specified	G	1

TABLE 52 (Continued)

REGULATION	FIELD CLUSTER	NUMBER OF HANDBOOKS CONTAINING REGULATION
18. Liability insurance	I	1
19. Accident insurance	I	1
20. Time off for professional activities, seminars, upgrading courses.	F	2
21. Monetary subsidization of teachers taking continuing education courses.	F	1
22. Leave other than sick leave or other types of leave provided in salary agreement	G	1
23. Regulations concerning absence due to inclement weather	L	1
24. Teachers' work load defined in terms of pupil/teacher ratio	F	1
25. Preparation and administration time given to teachers and principals	F	1
26. Early cessation of work permitted for teachers wishing to attend out of province summer schools.	G	1

(Table 52, page 228) and these fourteen provisions were mentioned a total of seven times. Four insurance (Cluster I) rules were mentioned once each; there was one provision related to a Cluster J (Physical Conditions) goal and two miscellaneous provisions were found (Table 52).

ATA Goals and School Board Rules

None of the ATA goals could be said to be substantially achieved in the policy handbooks examined. Only one of the handbooks contained the kinds of limitation upon class size and hours of instructional time that were required by such high intensity goals as TF1-- reduction of teaching load, and TF2 -- establishment of standards concerning maximum hours of instruction; and by the medium intensity goal: TF3 -- limitation of class size. Similarly, only one handbook made regulations concerning preparation and administration time (TF10-- high intensity, TF13-- medium intensity -- Table 52). Two jurisdictions had board policies concerning time off for professional activities (TF12 - medium intensity) and one provided clerical assistance, (TF9-- medium intensity) but for administrator's only (Table 52, page 228).

All of the provisions that were related to ATA goals in Cluster F, gave minimal support for these goals. The conditions and hours of work specified went little beyond the specifications of the legislation. Where the latter spoke of teachers arriving "a reasonable time" before the commencement of classes, for example, the board policies tended to define this "reasonable time" as fifteen minutes-- a very halting step in the direction of precise definition of working hours.

The insurance provisions found in handbooks were consistent with ATA goals but they occurred in only one jurisdiction while the

leave and miscellaneous provisions found were not closely related to any of the ATA goals.

Environmental Conditions

On the basis of the findings of Muir's research (1970) two financial variables were examined and compared with the findings about negotiated increase in teachers' salaries. According to Muir's findings the dominant factors related to average teachers' salaries were financial: per capita personal income, educational expenditure per pupil and percentage of per capita personal income spent on education:

. . .virtually all of the interprovincial variations in average teachers' salaries may be accounted for by the differences in these financial variables between the provinces (Muir, 1970, p. 408).

It was also discovered that there was a high correlation between the first two of the three financial variables named above (Muir, 1970, p. 405). In the present research an answer to related problem number 4:

To what extent were changes in environmental conditions in the province during the ten years reflected in the provisions found in collective agreements?

was sought by comparing changes in per capita personal income (as an indicator of the province's educational effort - Muir, 1970) with negotiated increases at the fourth year training level.

This phase of the research was not completely within the scope of the study in that it involved the examination of two parameters, as opposed to the system variables that were chiefly investigated. Attention to this related problem, however, was thought to be necessary to give some perspective to the salary findings presented in previous

chapters. The following findings are presented with such intent and depict only a small part of the total economic and social context within which the educational industrial relations system operates.

Apart from 1961 which showed a slight percentage decrease in "ability to pay" (Table 53, page 233) there were increases in this variable each year, with the percentage increases from 1965 on, substantially greater than those in the earlier years of the decade. The percentage increase in negotiated salaries at the fourth year level paralleled those in ability to pay until 1965 when they began to drop behind (Table 53).

Increases in educational effort as shown in Table 54, page 234, fluctuated more than either ability to pay or negotiated salary increases but were generally higher than negotiated salary increases until 1964 and after that they were generally lower (Tables 53 and 54).

Figure 7 on page 235 depicts the relative trends between 1960 and 1969 in the four variables summarized in Tables 53 and 54. The trend after 1964 was towards a widening relative distance between ability to pay and educational effort with negotiated salaries at the fourth year level in the sample jurisdictions falling behind ability to pay but running higher than educational effort.

The figures support to some extent both the contention that negotiations in the sample jurisdictions have produced favorable results for teachers in comparison with environmental variables, and also the opposite assertion that bargaining results have fallen behind what might have been expected from the state of the economy. Perhaps they partially explain how different bargaining parties can look at the same figures and reach different conclusions.



TABLE 53

PROVINCIAL ABILITY TO PAY (PER CAPITA PERSONAL INCOME) COMPARED WITH INCREASES IN AVERAGE
TEACHERS' SALARY MAXIMA AND MINIMA AT THE FOURTH YEAR LEVEL, 1960-1969

YEAR	ABILITY TO PAY ^a (PER CAPITA PERSONAL INCOME)	PERCENTAGE INCREASE IN ABILITY TO PAY OVER PREVIOUS YEAR	PERCENTAGE ^b INCREASE IN FOURTH YEAR MINIMUM OVER PREVIOUS YEAR	PERCENTAGE ^b INCREASE IN FOURTH YEAR MAXIMUM OVER PREVIOUS YEAR
1960	1,615	-	-	-
1961	1,607	-0.5	1.7	1.9
1962	1,711	6.5	4.5	4.2
1963	1,767	3.3	1.5	2.2
1964	1,821	3.1	2.5	3.5
1965	1,992	9.3	4.4	4.9
1966	2,281	14.5	5.5	7.4
1967	2,419	6.0	11.7	10.9
1968	2,645	9.3	6.3	5.8
1969	2,915	10.2	7.9	6.5

^aPer capita personal income figures taken from: Government of Canada Dominion Bureau of Statistics,
National Accounts Income and Expenditure (revised) July 17, 1970.

^bTaken from Table 38, page 182.

TABLE 54

PROVINCIAL EDUCATIONAL EFFORT (PER CAPITA EXPENDITURE ON EDUCATION
AS A PERCENTAGE OF PER CAPITA PERSONAL INCOME) 1960-1969

YEAR	TOTAL EXPENDITURE ^a ON ELEMENTARY AND SECONDARY EDUCATION (IN THOUSANDS OF DOLLARS)	PER CAPITA ^b EXPENDITURES ON ELEMENTARY AND SECONDARY EDUCATION \$	EDUCATIONAL EFFORT %	PERCENTAGE INCREASE IN EDUCATIONAL EFFORT OVER PREVIOUS YEAR
1960	104,024	81	5.0	-
1961	117,988	89	5.5	10.0
1962	125,903	92	5.4	-2.0
1963	135,877	97	5.5	2.0
1964	149,977	105	5.8	6.0
1965	167,025	115	5.8	0.0
1966	193,182	132	5.8	0.0
1967	227,052	152	6.3	10.0
1968	265,402	174	6.6	6.0
1969	304,523	195	6.7	2.0

^aFigures taken from: Government of Alberta, Department of Education, Annual Reports 1960-1969.

^bFigures calculated using population estimates of the Government of Alberta, Department of Health Annual Report, 1969.

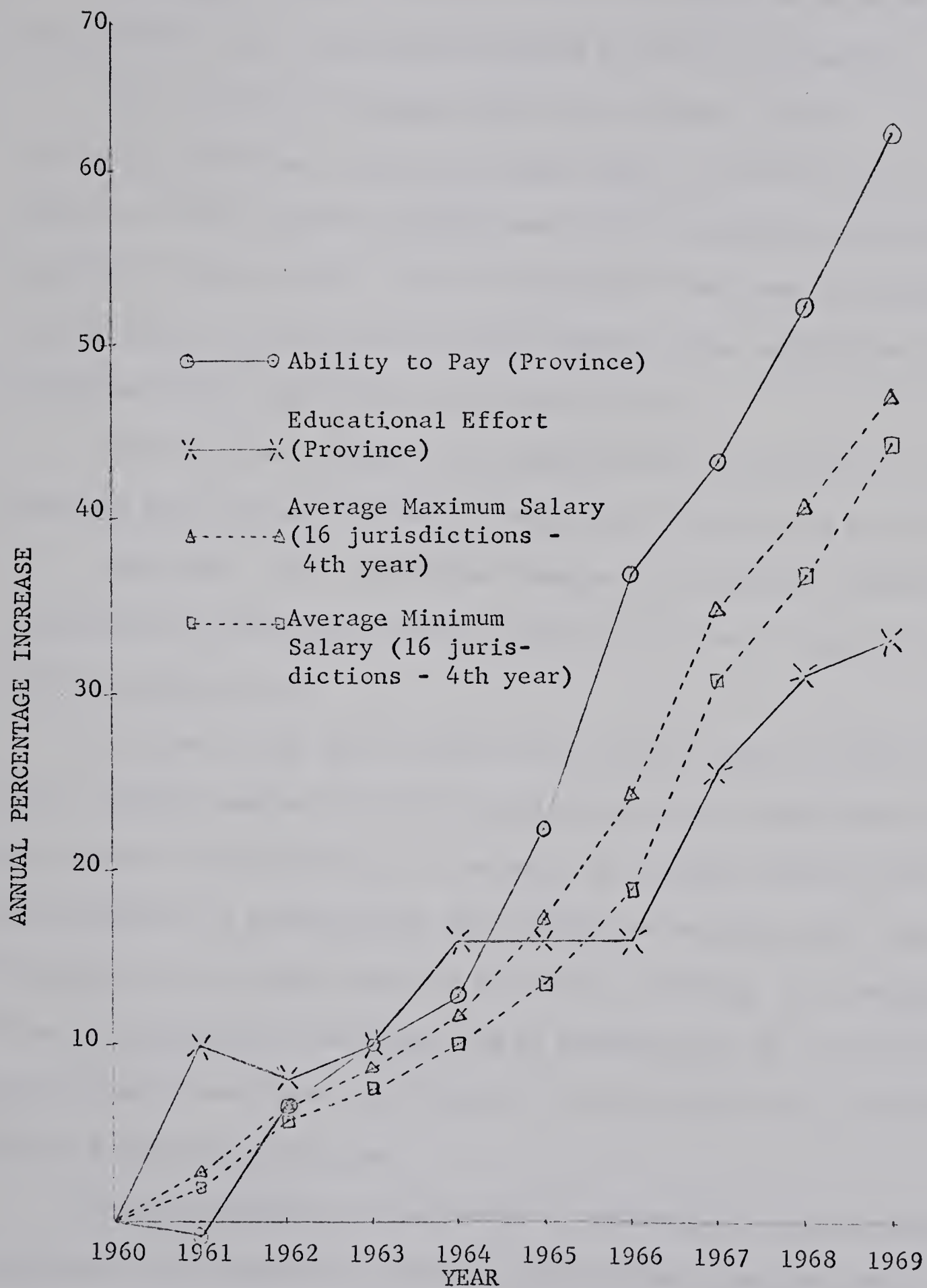


FIGURE 7

TRENDS IN ABILITY TO PAY, EDUCATIONAL EFFORT
AND NEGOTIATED SALARY INCREASES

Summary of Chapter

In Chapter VII the findings of the investigation relative to Sub-problems 3 and 4 and Related Problem 4 have been presented.

Most legislative changes affecting teachers' salary and working conditions during the decade were in the School Act. Changes in other relevant statutes and in the Department of Education Regulations were few and, with two exceptions (increases in minimum qualifications for certification and changes in the regulations concerning noon-hour supervision) of a minor nature.

The School Act changes were predominantly in Cluster E -- provisions concerned with Hiring, Severance, Transfer and Resignation of teachers.

There were a few significant changes in provisions related to Conditions of Professional Service (Cluster F), Leave, (Cluster G) and Insurance (Cluster I).

In terms of ATA goals there were only five areas in which legislative changes made substantial contributions to the achievement of the Association's objectives by: 1) raising the minimum qualifications for certification, 2) establishing the principle of single salary scales in divisions, 3) providing leave for in-service training, 4) providing leave for professional meetings, and 5) establishing the principle of negotiation of noon-hour supervision. Four ATA goals were partially achieved through legislation.

The unavailability of data made it impossible to trace changes in school board regulations with the same accuracy that had been possible with collective agreements and legislation. An examination of five available handbooks gave some indication of regulations that had been made. In these sources sixty-six percent of the rules stated were

concerned with Conditions of Professional Service (Cluster F). Four other clusters were represented in school board regulations.

Achievement of ATA goals was not greatly enhanced by any of the school board regulations which were for the main part amplifications of legislative provisions.

The last section of the chapter presented findings concerning the relationship of negotiated salary increases to two environmental variables which have been found in previous research (Muir, 1970) to be highly related to average teachers' salaries throughout Canada.

CHAPTER VIII

DISCUSSION OF FINDINGS, CONCLUSIONS, IMPLICATIONS

AND SUMMARY

In Chapters IV - VII the findings of the investigation have been presented. The chief purpose of the present chapter is to draw together the most important points from the findings and to discuss their meaning and significance in terms of the research model and the main problem of the research:

What relationship is there between the stated goals of the ATA relative to teachers' working conditions (including both salary and non-salary items) and the provisions found in collective agreements between teachers and school boards during the decade 1960 through 1969?

The conclusions reached as a result of the investigation are presented first and they are followed in the latter part of the chapter by a number of propositions which are consistent with the conclusions and which are suggested as a source of hypotheses for further research.

Conclusions

1. The goals of the ATA relative to salary and working conditions of teachers were dominated during the 1960's by a concern to increase the relative financial position of teachers amongst other professionals and to establish the principle of negotiation of the conditions under which teachers would render service.

This conclusion is based on the findings reported in Chapter IV. In the sources examined the greatest numbers of goals stated were concerned with salary and conditions of service such as hours of work, pupil/teacher ratio and preparation load. Secondly, a greater proportion of goals in these areas were found to be of high intensity. The

fact that most of the goals endured throughout the period and many tended to be mentioned with increasing frequency supports the view that salary and professional load were persistent and important concerns of the association.

2. During the 1960's the ATA desired to maintain, with very little change, the bargaining procedures and Association rights that it held at the beginning of the decade.

After salary and professional conditions the two next most important goal clusters according to both frequency of mention and intensity ratings were those concerning bargaining rights and procedures, and ATA security as an association. The tenor of goals in these two clusters was one of satisfaction with the current practices and procedures and the thrust of the stated goals was towards strengthening and amplifying these conditions.

3. Compared with salary, professional load and maintenance of existing Association rights other goals were relatively unimportant during the 1960's.

Although high intensity goals were found in almost all clusters, there were less than twenty-five percent of them in other than the four main clusters mentioned in the above conclusions.

4. The ASTA attached an importance to the areas of Salary, Professional Load and Bargaining Rights that was similar to that of the ATA.

The distribution of ASTA goals among the various clusters and the intensities reported in Chapter V are strikingly similar to those reported in Chapter IV for the ATA. When this fact is considered in association with the negative wording of many of the ASTA goals, also noted in Chapter V, there is support for the suggestion that ASTA policy in this area was formed in reaction to the ATA policy. In spite of admonitions to boards found in ASTA publications, particularly in

the latter part of the decade, to bring their own positive objectives to the bargaining table there is little evidence that this occurred.

5. The basic relationship between the ATA and the ASTA during the period was one of conflict rather than cooperation.

This conclusion is supported by the large number of bargaining issues compared with the number of bargaining problems and by the fact that the goals which comprised bargaining problems were rarely of high intensity.

6. The areas in which goals were most intense (salary, bargaining rights and conditions of professional service) were the areas of greatest conflict.

It is not surprising that the majority of major issues occurred in the three goal clusters which both bargaining parties regarded as highly important.

7. The ATA was successful in increasing provisions in the urban collective agreements sampled, only in the areas of salary and bargaining rights. In the rural agreements leave provisions as well as these two were substantially increased.

Since a consistent aim of the ASTA appears to have been to keep agreements as small as possible with only essential salary items negotiated, increases in any field cluster might be regarded as successes for the ATA.

8. The ATA was successful in maintaining the security of the Association and the bargaining privileges and procedures which it favoured, but not through collective bargaining.

The only change in legislation that could have seriously altered the conditions under which bargaining was conducted was the modification of the Labour Act in 1968, to allow employers to bargain through employers' organizations. Since the change occurred late in the decade under investigation there was insufficient evidence to indicate its

effect upon bargaining but it would certainly tend to remove the inequality claimed by some people in the normal bargaining situation where the ATA was able to bring to bear the full weight of its bargaining machinery on individual school boards.

Provisions in collective agreements did not contribute significantly to the maintenance of existing bargaining procedures but the goals of the ATA continued to be fully realized in legislation in spite of strong opposition from the ASTA. This point is particularly interesting in the light of the recommendations of the Ludwig Committee which were in favour of the kinds of changes that the ASTA was calling for.

The only provisions that did seem to come into agreements as a result of ATA bargaining rights policy were the grievance clauses which increased in number considerably throughout the period.

9. ATA salary goals were substantially achieved through collective bargaining in the sample jurisdictions.

Salary and allowance increases that formed the substance of ATA goals in this area, though not completely achieved, were found to be fulfilled to a considerable extent. The increases in grid rates and increments set in goals were achieved to a large degree. However, dollar increases mean little outside the context of the economy in which they occur and for this reason the findings reported in the latter part of Chapter VII are interesting. Negotiated increases at the fourth year level were clearly dropping behind the province's ability to pay in the second half of the decade, a fact which could be used to argue that salary increases were not satisfactory at all from the point of view of the ATA. On the other hand the tendency of the rate of salary

increase at the fourth year level to exceed the rate of increase in provincial educational effort might be equally well used to argue that salary increases were highly advantageous to teachers. The claim that salary objectives were substantially attained does not mean that the objectives were the best that might have been set nor does it mean that the economic position of teachers improved during the period; indeed there is evidence from a recent study that such was not the case:

Relative to the labor force teachers were no better off in 1969 than they were in 1960. Teachers have merely maintained their relative economic position (Harrison, 1971, p. 74).⁷

But, the central question of the present study is concerned only with the goal-- outcome relationship, and it is in terms of this that the ATA was successful to a considerable degree.

10. Teachers' conditions of professional service were not improved through collective bargaining. ATA goals in this area were not attained in the sample jurisdictions.

Considering the emphasis upon professional conditions in goal statements and the permissive nature of legislation, the lack of provisions in this area is most striking and gives rise to a number of speculations: perhaps the strong statement of these goals was a device to divert attention from the real objectives of salary and allowance increase or perhaps the bargaining parties each held their goals so firmly that the lack of provisions indicates genuine impasse. Perhaps both parties wanted to press for legislative change rather than negotiated regulations, but the lack of development in the legislation gainsays this possibility, unless the third actor in the system

⁷This reference: Harrison, A.K. Trends in Alberta Teachers' Salaries 1960-1969, is an unpublished M.Ed. thesis of the University of Alberta available only in manuscript at the time of writing.

(government) had a strong desire to maintain the existing legislation.

The indications from the small sample of school board handbooks examined, are that the ATA could not have been satisfied with the efforts of management to regulate this sensitive area. In the light of this a plausible suggestion is that both parties were content to govern teachers' working conditions by unwritten rules arising out of traditional methods of organizing schools and through the informal communication system which sensitizes boards and administrators to teachers' wishes.

11. Conditions of leave consistent with ATA goals were substantially gained through collective bargaining in the sample jurisdictions.

The two major areas of sick leave and sabbatical leave were almost totally covered in the sample of agreements examined and the conditions found were favorable to ATA goals.

12. There were several specific goals of the ATA were partially achieved through the collective bargaining process in the sample jurisdictions.

These goals have been summarized in Chapter VI and came from a wide range of clusters. The significance of this conclusion is that there was apparently no area that was completely closed to settlement of rules by the bargaining process.

13. Legislative change during the 1960's was confined for the most part to clarification of existing regulations and changes in Hiring and Severance regulations.

The lobbying of the non-government actors in the system was not greatly effective in changing legislation during the decade but sweeping changes were made by the re-writing of the School Act in 1970. Study of the new act was beyond the scope of the present investigation but it should be considered in any assessment of trends in legislative change.

Tenure regulations continued to favour the ASTA position but they were not changed to meet ASTA expectations more fully. On the other hand, noon-hour supervision regulations and minimum qualifications for certification were altered in line with ATA goals.

14. Of the thirteen major issues identified four were resolved during the 1960's by legislation and/or bargaining in favour of ATA goals.

Issues concerning legislation for bargaining (No.1, Table 29, page 152) and conditions of bargaining (No.2, Table 29) were clearly in this category with ATA policy almost totally followed in the procedures established. Thirdly, the salary issue (No.3, Table 29) was resolved, though not so fully as the first two along ATA lines. Grids increasingly followed ATA format and increases were generally larger than the upper limits desired by boards. Payment for partial years of training (No.4, Table 29) was included in most rural agreements and in three of the seven urban jurisdictions. This too, then, can be claimed as an issue that went substantially in favour of the ATA.

In a fifth issue (No.8, Table 29) there was a move in the direction desired by the ATA but the issue was by no means resolved even at the end of the decade.

15. The major issue of tenure (No.5, Table 29) was the only one that seems to have been resolved during the 1960's in favour of the ASTA.

Vigorous activity on the part of the ATA failed to remove probationary periods for beginning teachers in spite of the growth of internship programs and the upgrading of minimum qualifications for certification.

16. Seven major issues (Numbers 6, 7, 9, 10, 11, 12 and 13, Table 29) were not resolved in favour of either bargaining party's position.

17. Unresolved major issues were mainly concerned with conditions of professional service.
18. Amongst the ten minor issues four were resolved in favour of the ATA and four in favour of the ASTA.

The composition of the bargaining unit was maintained as the ATA goals outlined. Sabbatical leave clauses multiplied and moved towards the ATA position. Evaluation of teachers' qualifications for salary purposes became virtually an ATA prerogative and there was a distinct trend towards the inclusion of more items in collective agreements.

At the same time the ASTA successfully avoided the inclusion of seventh year training categories in salary grids, instigated some of the changes it wanted in resignation dates and retained control over rental of teacherages and the right to employ teachers on letter of authority.

19. Two minor issues (reorganization of the school year and time off for the conduct of ATA business) remained unresolved.
20. There were movements towards the ATA position in four inchoate issue areas: merit pay (No.26, Table 29, page 154) was kept out of agreements, qualifications for initial certification were raised (28, Table 29), wider appeal powers were granted in cases of termination of designation (29, Table 29) and there was considerable increase in the average accumulation of sick leave.
21. The introduction of legislation allowing employers to bargain through associations was a step toward the larger bargaining units desired by the ASTA. (Inchoate Issue No.24, Table 29)
22. Three inchoate issues (payment of substitute teachers, transfer conditions of teachers and leave of absence to attend professional meetings) remained largely unresolved.

The eight conclusions concerning bargaining issues (numbers 14-21 above) lead to the more general conclusion that:

23. The ATA had greater success in achieving its goals in areas of conflict than did the ASTA.

Of the thirty-one issues identified in the investigation, twelve

were wholly or partially resolved by adoption of the ATA position while six were wholly or partially resolved through adoption of the ASTA position and thirteen were left substantially unresolved, either in the legislation or in the collective agreements sampled.

Implications

The implications of the findings and conclusions of the investigation constitutes the areas that are suggested for further research. The following propositions are presented as "insights" gained from the investigation that need to be "studied in detail and in a more elaborate design" (see page 37). They are cautious generalizations from which might be derived researchable hypotheses.

Proposition 1: Both bargaining parties see collective bargaining chiefly as a means of settling salary provisions.

Such a proposition would need to be examined by analyzing actual bargaining sessions and their outcomes in a large sample.

Proposition 2: The main type of bargaining between trustees and teachers is distributive.

The parties appear to regard bargaining as a process through which scarce resources can be distributed, rather than as a cooperative effort in seeking ways of enlarging resources and using them to the best possible effect. Again this proposition could be substantiated only by analysis of stage IV of the bargaining model--the actual process of bargaining.

Proposition 3: The influence of the ATA in the industrial relations system is greater than that of the ASTA.

In terms of the definition of bargaining power adopted for the purposes of this investigation the ATA exhibited greater power by

achieving more of its objectives than the ASTA. Such a proposition, however, requires testing with much more refined definitions of bargaining power and more refined methods of measurement, particularly in the light of the following propositions which seem equally well based.

Proposition 4: The bargaining power and the influence in the industrial relations system of the ASTA was greater during the 1960's than it had been previously and showed signs of increasing.

This proposition is based on the growing interest of the ASTA in articulating its bargaining objectives and on the ability of the organization to stall several of the strongest ATA goals and at the same time to forward some of its own.

Proposition 5: Government influence in the industrial relations system in education remained strong during the 1960's.

Propositions 3, 4 and 5 combined, present a picture of an increasing balance of power within the system leading to a sixth proposition.

Proposition 6: The educational industrial relations system was characterized by the end of the 1960's by a well-developed balance of power among the three actors.

If, as the related research cited in Chapter II suggests, there was a time when the system was management and government dominated and this was succeeded after 1935 by a labour-dominated system, the implications of the findings of this investigation are that the pendulum has swung again during the 1960's to a more central position in which all three actors have considerable influence in the system.

Proposition 7: The unresolved bargaining issues of the 1960's are a further indication of a more even power balance in the system and they represent the key issues that will dominate bargaining in the immediate future.

This predictive statement could only be verified by a longi-

tudinal study which traced the issues through bargaining and lobbying activities until their ultimate resolution.

If this proposition is accurate it predicts a bargaining situation for the 1970's that will be characterized by reduced emphasis on salary issues, increased emphasis upon conditions of professional service and an increased difficulty in reaching settlements, due to the more even power balance in the system.

Summary

The problem. The investigation sought to analyze and describe the system of relationships between teachers, school trustees and government in the area of teachers' salary and working conditions during the 1960's, in Alberta. The central problem of the research was to discover the relationship between the goals of teachers and trustees and the rules which govern their relationships so far as salary and working conditions are concerned.

The conceptual framework. The concept of an industrial relations system as developed by Dunlop (1958) and operationalized by Craig (1967), was adopted as the conceptual framework within which the problem was considered.

A model purporting to depict the structure of the system was constructed by adapting Craig's model, and the problem was approached from the perspective of the Labour actor (teachers) in the system.

The theoretical implications of the model were not tested but it proved to be a satisfactory framework within which to classify and discuss the various data examined. The results of the investigation suggest that

the model is worthy of development along two lines, in particular. First, an investigation of parameters as well as system variables is warranted as a further step in the development of a theory to explain the structure of relationships within the educational industrial relations system. Secondly, examination of the two stages of the model which deal with conversion processes is needed to provide information about the functioning of the system.

A review of related research literature suggested that, at the beginning of the 1960's, there was a power imbalance in the system in favour of the labour actor (teachers), and that the basic relationship between labour and management was one of conflict rather than cooperation.

Research methodology. A method of documentary analysis was used to determine the goals of the teachers' association and those of the school trustees' association. A sample of sixteen large school jurisdictions was selected and documentary analytic techniques similar to those used for goal data were applied to the collective agreements from these jurisdictions over the period 1960-1969, this part of the investigation was facilitated by the development of a computerized method of analyzing the agreements. Other documents examined were provincial statutes and school board policy handbooks.

The goals of the teachers' association and the trustees' association were each ranked in one of three orders of intensity and then compared, to isolate the major areas of disagreement (bargaining issues) and agreement (bargaining problems).

The extent to which ATA goals were reflected in collective agreements and legislation was determined by comparison of goals and the provisions in those sources.

Findings. The strongest relationships between teachers' goals and collective bargaining outcomes were in the areas of salary, leave and to some extent bargaining rights. The latter, however, were maintained mainly through legislation.

Matters of professional conditions were strongly expressed in goals but had little effect on bargaining outcomes or indeed on legislation or school board policies.

On the basis of the conclusions reached, seven propositions were made concerning the state of the relationship between the three actors in the educational industrial relations system at the end of the 1960's. These propositions were suggested by the results of the present research but they must be regarded in a different light from the conclusions on which they were based. They indicate directions which might profitably be taken in further research, rather than verified statements of fact.

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APPENDIX A
INTERVIEW SCHEDULE

APPENDIX A1

PEOPLE INTERVIEWED

ATA RESPONDENTS

<u>NAME</u>	<u>POSITIONS HELD 1960-1969</u>
Mr. F.J. Ackerman	Teacher Principal of rural school Member of the Economic Policy Committee Chairman of Negotiating Committee Executive Assistant of Teacher Welfare ATA
Mr. A.M. Arbeau	Professional Development Consultant ATA President of ATA Local Vice-President of ATA President of ATA Past President of ATA
Mr. J.F. Berlando	Chairman of Negotiating Committee (Local) Economic Consultant of ATA Executive Assistant - Field Services ATA Executive Assistant - Teacher Welfare ATA Co-ordinator - Teacher Welfare Department ATA
Dr. S.T.C. Clarke	Executive Secretary ATA
Mr. C.E. Connors	Member of Local Economic Committee Chief Bargainer for ATA Local Executive Assistant - Teacher Welfare
Mr. D.J. Corse	Economic Consultant Local Negotiating Committee Executive Assistant - Teacher Welfare
Mr. A.K. Dean	Member and Spokesman for Local Bargaining Unit Member of Economic Committee Secretary of Economic Sub Committee
Mr. H.A. Doherty	Executive Assistant - Teacher Welfare
Mr. W. Hughes	President of ATA Local Chairman of Local Negotiating Committee Member of Provincial Executive
Mr. M. Jampolsky	Member of Bargaining Committee ATA District Representative

<u>NAME</u>	<u>POSITIONS HELD 1960-1969</u>
Mr. J. Mazurek	Member of Economic Policy Committee Local Chairman of Local Bargaining Committee Bargaining Agent for Rural Bargaining Unit Principal of urban school
ASTA RESPONDENTS	
Mr. J.D. Bracco	Urban School Trustee Urban School Trustee Chairman Vice-President ASTA Zone Representative, ASTA ASTA Economic Council Member Team member, Local Negotiating Committee
Mr. R. Clarke	Rural School Trustee Member of ASTA Local Bargaining Committee Member of Executive Council Member of Provincial ASTA Economic Committee
Mr. A.R. Cross	Secretary-Treasurer Rural School Committee Economic Consultant for ASTA Bargaining Agent for several rural jurisdictions
Mr. R. Jones	Deputy Secretary-Treasurer Urban School Board
Mr. S. Maertz	Head of Educational Services ASTA
Mr. T.W. Meen	Secretary-Treasurer Urban School Board
Mr. S. Shwetz	Rural School Trustee Member of ASTA Economic Committee ASTA Executive Committee member
Mr. M.A. Strembitsky	Administrative Assistant to Superintendent of Urban School Board Member of Urban Baord Negotiating Committee
Mr. E.G. Wahlstrom	President ASTA Member of ASTA Provincial Economic Committee Rural School Trustee and Board Chairman Member of ASTA Executive Member of ASTA Legislative Committee
Mr. T.C. Weidenhamer	Secretary-Treasurer ASTA
Mr. L. Young	Executive Assistant - Economic Services ASTA Head of Economic Services ASTA.

APPENDIX A2

INTERVIEW SCHEDULE

- II(a) What were your organization's most important objectives concerning the salary and working conditions of teachers during the period under consideration?
- II(b) To what extent were your most important objectives attained?
- II(c) What do you think were the main objectives of the (A.T.A./A.S.T.A.) during the period?
- II(a)(b)(c) Please comment on the following objectives.
Would you label them:
Very Important
Moderately Important
Relatively Unimportant; insofar as your organization's overall goals are concerned?
(see accompanying sheet for the specific goal statements)
- II(d) What were the most frequently used methods of setting teachers working conditions (as opposed to salary)?
- II(e) Which of the suggested methods is most appropriate?

APPENDIX A3

GOALS PRESENTED TO ATA RESPONDENTS FOR COMMENT

B. Bargaining Rights

1. Right to strike and use all legal sanctions.
2. No compulsory arbitration.
3. No time limits on bargaining.
4. No statutory mediation.
5. No exclusion from the Alberta Labour Act.
6. Inclusion of all certificated personnel except superintendent in bargaining unit.
7. Inservice activities to be subject to approval of the ATA local concerned.
8. Teacher representation at board meetings
9. Increased participation of teachers in decision-making concerning the following:
 - curriculum development
 - school organization
 - school district organization
 - staffing
 - school plant and facilities
10. Executive members to have time off to carry out the functions of the office.
11. Evaluation of qualifications and experience by T.Q.S.
12. Proper grievance procedures in all agreements.

C. Regulatory

1. Definition of school to be negotiable.
2. Grievance procedures applicable when definition of school not acceptable to teachers.
3. Agreements to be in the proper format.
4. Only those economic sanctions which apply to teachers whose date of certification is subsequent to the effective date of the collective agreement concerned.

D. Salary and Allowances

1. Principals' allowances to be based on the two criteria of:
 - (a) number of teachers; (b) number of pupils.
2. Substitute teachers to be paid at regular grid rates.
3. Fourth year range to be the basis of negotiation.
4. Size of increments.
5. Number of increments.
6. Difference between the 4, 5, and 6 year ranges.
7. Inclusion of a seventh year of training.
8. Salary recognition for teachers working in July and August.
9. A full day's salary for the equivalent time spent in the evening or at other times.

D. Salary and Allowances (Continued)

10. Increases in undergraduate levels of pay.
11. Full transferability and transportability of teaching service.
12. A single preparational salary scale.
13. No teacher to suffer (salary wise) from the conclusion of a new agreement.

E. Transfer, Termination and Tenure, Hiring

1. All dismissals, transfers and terminations subject to appeal to a Board of Reference.
2. Collective agreements to include tenure conditions no less favourable than those in the school act.
3. Transfers subject to appeal if not mutually agreed on.
4. Costs of transfer borne by the district concerned.
5. Opposition to change in resignation date.
6. Teachers to be permitted to give 30 days notice any time except during June and July.
7. When negotiations incomplete resignation date ought to be later - July 15th.

F. Professional Load

1. Load of T.V. teachers to be the same as that of regular classroom teachers.
2. T.V. consultants to have compensation equivalent to that of other consultants in the bargaining area.
3. Teachers in the classroom to have the final say with regard to the use of T.V. programs.
4. Formula for deciding the amount of release time for supervision to be written into agreements.
5. Time for preparation and marking.
6. Substantial increase in rates of pay for work on Department of Education curriculum committees.
7. Clerical assistance for principals.
8. Clerical assistance for teachers.
9. Negotiation of extra duties and responsibilities.
10. Alteration of departmental regulations that tend to prescribe organizational arrangements.
11. Improved working conditions.
12. Time off with full pay for curriculum making.
13. Negotiation of noon-hour supervision of pupils.
14. Appointment of non-certificated personnel to do non-professional work.
15. Restriction on length of teaching year (6 out of 8 quarters).
16. Time for participation in decision-making.
17. Hours of assigned work to be limited.
18. School board in-service programs requiring attendance to be held in school hours.
19. Reorganization of the school year.
20. Lower pupil/teacher ratio.
21. Teachers to have major responsibility for in-service programs.

G. Leave Provisions

1. Sabbatical leave in all contracts.
2. Leaves with pay for non-credit in-service courses.
3. Paid attendance at conferences of benefit to the system.
4. Cumulative sick leave up to 200 days.

H. Pensions, Retirement Benefits

1. Retirement at 60 years of age with full pension.
2. All years of teaching service to be counted in computing pensions.
3. Integration of T.R.F. with Canada Pension Plan.
4. Recalculation of pension of teachers retiring before 1958 and 1959.
5. Pension contributions to continue during leave.
6. Service in Colombo Plan etc. to be counted as pensionable service on payment of ten percent of salary into the fund.

I. Insurance, Safety, Medical

1. Group insurance plans in all agreements.
2. Liability insurance for all teachers.
3. Inclusion of vocational teachers in Workers' Compensation regulations.
4. Accident and injury insurance to be carried by boards on behalf of teachers.

J. Physical Conditions

1. Teachers and ATA to be consulted at all stages of planning of school buildings.
2. Notice to be given of any proposed increase in the rental of teacherages.

K. Association Security

1. Bargaining unit to consist of all personnel receiving a salary equal to or less than that received by the highest paid principal in the system.
2. Reciprocal recognition of teaching certificates in all provinces.
3. No person to be employed as a teacher who has not got a valid Alberta teaching certificate.
4. Only certificated teachers to be teacher/librarians.
5. Relief from teaching duties to enable ATA district representatives to work effectively.
6. Membership in the ATA to be a condition of employment.

L. Miscellaneous

1. Administration positions to be open to all qualified teachers.
2. Travel allowances for teachers travelling on school business.

L. Miscellaneous (Continued)

3. Consultation re acceptable qualifications for vocational teachers.
4. Teachers responsible only for the portion of bursary money actually provided by the board.
5. Provision for any other regulations concerning teacher-board relations.

APPENDIX A4

GOALS PRESENTED TO ASTA RESPONDENTS FOR COMMENTS

B. Bargaining Rights and Procedures

1. Time limits on bargaining.
2. Removal of teacher negotiation from the Labour Act.
3. Removal of assistant superintendents from bargaining unit.
4. Removal of principals from bargaining unit.
5. Time limits (or other limits) on strikes.
6. Establishment of procedures for informal negotiation outside collective bargaining.
7. Joint bargaining rights for boards.

C. Regulatory

1. Imposed time schedule on bargaining.

D. Salary and Allowances

1. Fourth year range the basis of negotiation.
2. No seventh year of training to be allowed.
3. Principals' allowances to be on a different basis.
4. Board discretion on transferability of (particularly after an absence from) teaching service.
5. Fringe benefits counted as part of salary package.
6. Collective agreements restricted to salary matters.
7. Establishment of Zone ceilings.
8. Merit pay provisions.
9. No credit for partial years of training.
10. Isolation allowances not part of grid.
11. Elimination of all special allowances, war service, etc.
12. Opposition to provincial control of teachers' salaries.
13. Provision for holders of letters of authority.

E. Transfer, Termination and Tenure

1. Two year probationary period for all staff.
2. One year probation for principals.
3. Terminations and resignations should have same cut-off date - April 1st.
4. Principals, Vice-Principals and Assistant Principals to have same transfer provisions as other teachers.
5. Opposition to job security above principalship.

F. Professional Load

1. Some services related to teaching to be supplied by non-professional staff.
2. Minimum of 200 days per year instructional time.

F. Professional Load (Continued)

3. Hours of assigned work to be limited by boards but not negotiated into agreements.
4. Release time for teachers arranged by reorganizing the school year.
5. Noon-hour supervision not negotiated.
6. All professional load items out of collective agreements.
7. Teachers responsible for their own in-service education.
8. No vice-principals in schools under twelve teachers.
9. Compulsory internship for beginning teachers.
10. Board operated kindergartens to have certificated teachers.
11. Conduct of ATA business (including conventions) should be out of school hours.

G. Leave Provisions

1. Sabbatical leave at sole discretion of board.
2. Fifty days maximum accumulation of sick leave.

H. Pensions, Retirement Benefits

1. No change in Teachers' Retirement Fund Act.
2. Representation of ASTA on T.R.F. Board.

I. Insurance, Safety, Medical

1. Boards to have discretion re provision of group insurance plans.
2. Boards to pay not more than fifty percent of group premiums.
3. Boards to have choice re. participating in worker's compensation coverage.
4. Boards to carry adequate accident and injury insurance for all personnel (including pupils).

J. Physical Conditions

1. Teacherages to be built and rented on a business basis.
2. All groups responsible for school operation should be involved in planning.

K. Association Security or M. Managerial Rights

1. Provision for the hiring of non-certificated personnel when no certificated teacher is available.
2. Removal of administrative clauses from collective agreements.
3. All boards should establish policies relating to recruitment, placement retention and in-service training of all employees.

L. Miscellaneous

1. Employees should be ineligible to serve as trustees.
2. ASTA should co-operate with the ATA on a joint committee on working conditions.

L. Miscellaneous (Continued)

3. Employees to be checked for possibility of T.B.
4. Provision for school boards to employ a joint superintendent.
5. Establishment of a common policy among school boards for collective bargaining.

II(d) What have been the most frequently used means of setting or changing teachers working conditions (as opposed to salary conditions) during the period?

II(e) Which of the methods suggested in (d) do you consider most appropriate?

APPENDIX B

SCHOOL JURISDICTIONS FROM WHICH COLLECTIVE
AGREEMENTS WERE ANALYSED

APPENDIX B

SCHOOL JURISDICTIONS FROM WHICH COLLECTIVE
AGREEMENTS WERE ANALYSED

JURISDICTION	AGREEMENT CODE NO.	GEOGRAPHICAL LOCALITY	TYPE	SIZE (NUMBER OF TEACHERS IN 1969)
Athabasca	121-130	North East	County	146
Calgary Public	21-30	Calgary City	City Dis- trict	3,870
Calgary Separate	131-140	Calgary City	City Dis- trict	993
Edmonton Separate	81-90	Edmonton City	City Dis- trict	1,573
Edmonton Public	101-110	Edmonton City	City Dis- trict	3,948
High Prairie	1-10	North West	Division	178
Lacombe	141-150	Central West	County	207
Lethbridge Public	91-100	South West	City Dis- trict	173
Medicine Hat City	31-40	South East	City Dis- trict	302
Mountain View	61-70	Calgary Dis- trict	County	214
Northland	41-50	North West	Division	141
Peace River	71-80	North West	Division	174
Red Deer Public	11-20	Central West	City Dis- trict	324
Strathcona	51-60	Edmonton Dis- trict	County	362
Vermillion River	151-160	Central East	County	140
Yellowhead	111-120	Edmonton Dis- trict.	Division	241

APPENDIX C

DATA CLASSIFICATION AND CODING SCHEME

APPENDIX C

DATA CLASSIFICATION AND CODING SCHEME

CLUSTER	FIELD	CODED INFORMATION
A. Identification Information	1. I.B.M. Card Number	
	2. Agreement Number	
	3. Geographical Code	0. North West
	(a) Locality	1. North East
		2. Central West
		3. Central East
		4. Edmonton City
		5. Edmonton District
		6. Calgary City
		7. Calgary District
		8. South West
		9. South East
	4. Geographical Code	1. Urban
	(b) Type of District	2. Division
		3. County
		4. Urban (Public)
	5. Confidentiality	0. No provision
		1. Not for public use
		2. No restrictions
	6. Type of Negotiating Unit	0. No provision
		1. Single employer - single plant
		2. Single employer - multi-plant
		3. Multi-employer
		4. Association of employers
	7. Type of Agreement	0. No provision
		1. Master
		2. Local
		9. No answer
	8. Settlement Stage	0. No provision
		1. Bargaining
		2. Conciliation officer
		3. Conciliation Board
		4. Post-conciliation bargaining
		5. Arbitration
		6. Work Stoppage
		7. Mediation
		8. Post-mediation
		9. Other

CLUSTER	FIELD	CODED INFORMATION
B. Bargaining Rights etc.	9. Interpretation Committee	0. No provision 1. Provision exists
	10. Grievance Committee or Board (Arbitration Board)	0. No provision 1. Provision exists
	11. Grievance Procedures	
	12. Representation of Teacher at Board Meetings	0. No provision 1. Provision exists
	13. Duration of Agreement	
C. Regulatory	14. Effective Date	
	15. Settlement Date	
	16. Expiry Date	
	17. Definition of School	0. No provision 1. Provision for discussion between board and teachers on a satisfactory definition to reach agreement
	18. Salary Scale - experience steps	
D. Salary	19. Pay Period	0. No provision 1. Modification of School Act
	20. Protection of Salary Status	0. No provision 1. When a new agreement is concluded - provision exists 2. On amalgamation of school districts 9. Other
	21. Placement on Salary Grid	0. No provision 1. Only teaching experience gained as a fully qualified teacher to be used for salary placement 2. Only teaching experience gained within past 15 years

CLUSTER	FIELD	CODED INFORMATION
D. Salary (Cont'd)	21. Placement on Salary Grid (Cont'd)	3. Both 1 and 2
		4. Only teaching experience within 10 years or less
		5. Both 1 and 4
		9. Other
	22. Recognition of other than teaching experience for Salary Purposes	0. No provision
		1. Armed forces service to be counted as experience (within specific limitations)
		2. Trade or vocational experience counted as partial teaching experience
		3. Both 1 and 2
		4. Trade or vocational training counted as teacher training
		5. Both 1 and 4
		6. Both 2 and 4
		7. Both 3 and 4
		9. Other
	23. Discriminatory Pay Clause	0. No provisions
		1. Secondary favoured
		2. Elementary favoured
		3. Secondary and male favoured
		4. Secondary and female favoured
		5. Elementary and male favoured
		6. Elementary and female favoured
		7. Designated teachers favoured
		8. 1 and 7
		9. Other
	24. Appointment of teachers at higher than scale	0. No provision
		1. At discretion of board
		2. With consultation with teachers
		3. Only after negotiation with teachers
		4. Subject to review by interpretation committee
		9. Other

CLUSTER	FIELD	CODED INFORMATION
D. Salary (Cont'd)	25. Allowances for Partial University Year	0. No provision
		1. Pro rata payment for all recognized degree courses, calculation not stated
		2. Pro rata payment except for specified teachers, calculation not stated
		3. Pro rata at minimum (All teachers)
		4. Pro rata at minimum except specified teachers
		5. Pro rata at step, all teachers
		6. Pro rata at step except specified teachers
		7. Allowance for partial training specifically excluded
		9. Other
	26. Transferability and Transportability of Teaching Service	0. No provision
		1. Full T and T.
		2. Partial T and T
	27. Exceptions to Payment of Increments (days of teaching) or other	9. Other
		0. No provision
		1. Below a minimum number of days teaching exempt
		2. Exempt at board discretion
		3. Exempt only on consultation between board and teachers
		4. Both 1 and 2
		5. Both 1 and 3
	28. Limitations on payment of increments	9. Other
		0. No provision
		1. On persons with one +/- or two +/- or 3 years of training
		2. On persons with letter of authority only
		3. Both 1 and 2
		4. Final two or more increments dependent on recent University training
		5. Both 1 and 4
		6. Both 2 and 4

CLUSTER	FIELD	CODED INFORMATION
D. Salary (Cont'd)	28. Limitations on payment of increments (Cont'd)	7. 1, 2 and 4 8. Designated teachers (any group limited in increment they can receive) 9. Other
	29. Administrative and Supervisory Allowances (Recipients)	0. No provision 1. Specific salary stated 2. Scale and specified allowances 3. Scale and Allowance based on number of teachers (flat rate) 4. Scale and Allowance based on number of pupils (flat rate) 5. Scale and Allowance based on number of teachers and pupils (flat rate) 6. Scale and Allowance based on number of teachers (graduated scale) 7. Scale and Allowance based on number of pupils (graduated scale) 8. Scale and Allowance based on number of teachers and pupils (graduated scale) 9. Scale and percentage of specified grid figure 10. Scale and % specified grid figure and per teacher flat rate 11. Scale and % specified grid figure and per pupil flat rate 12. Scale and % specified grid figure and per teacher (graduated scale) 13. Scale and % specified grid figure and per pupil (graduated scale) 14. Scale and % specified grid figure and per teacher per pupil (flat rate) 15. Scale and % specified grid figure and per teacher per pupil (graduated scale) 16. Scale and allowance based on number of rooms (flat rate)

CLUSTER	FIELD	CODED INFORMATION
D. Salary (Cont'd)	29. Administrative and Supervisory Allowances (Recipients)	17. Scale and allowance based on number of rooms (graduated scale)
		18. Scale and allowance based on % of teacher education and per pupil rate
		19. Scale and allowance based on % of teacher education and per pupil and per teacher
		99. Other
	30. Specialist Allowances	0. No provision
		1. Specific salary stated
		2. Scale and specific allowance
		3. Scale and allowance based on number of pupils
		4. Scale and allowance based on number of schools serviced
	31. Merit Pay	9. Other
		0. No provision
		1. Higher placement on salary scale (extra increment) on basis of merit
		2. Extra allowance (reviewed periodically) on basis of merit
	32. Isolation Bonus	9. Other
		0. No provision
		1. Provision exists
	33. Payment for Summer Work and/or Night School	9. Other
		0. No provision
		1. Pro rata
		2. Set amount for set tasks - specified sum
		3. Lower than pro rata
		4. Higher than pro rata
	34. Payment for extra-curricular Activities or Special Services not covered by Agreement	9. Other
		0. No provision
		1. Payment at board's discretion
		2. Negotiated Payment

CLUSTER	FIELD	CODED INFORMATION
D. Salary (Cont'd)	35. Temporary Teachers' Salary	0. No provision 1. According to salary scale 9. Other
	36. Payment of Substitute teachers	0. No provision 1. pro rata according to scale and vacation pay 2. Daily rate and vacation pay 3. Daily rate, no vacation pay 4. Pro rata according to scale, no vacation pay 9. Other
	37. Incentive Payments	0. No provision 1. Extra allowance for residing in specific locality 9. Other
	38. Board Right to withhold increment of all teachers for financial reasons or other reasons	0. No provision 1. Provision exists 9. Other
	39. Allowance on Non-University Training for salary purposes	0. No provision 1. Allowance for Department of Education 2. Allowance for In-service training courses 3. 1 and 2 4. Allowance for trade, vocational, business, commercial courses 5. 1 and 4 6. 2 and 4 7. 3 and 4 8. Any general statement that University-equivalent courses counted 9. Other
	40. Payment of Substitute teachers at regular grid salary	0. No provision 1. After 1-9 days 2. After 10-19 days 3. After 20 days or more 4. From commencement of service 9. Other

CLUSTER	FIELD	CODED INFORMATION
E. Hiring, Severance Transfer, etc.	41. Conditions of Appointment	0. No provision 1. Submission of medical certificate 2. Proof of age 3. Proof of teaching ex- perience 4. Proof of teaching education 5. 1 to 4 inclusive, plus any other relevant information 6. T.B. test and proof of training 7. Medical certificate and other required information 9. Other
	42. Probationary Appointments	0. No provision 1. Provision exists 9. Other
	43. Resignation Date	0. No provision 1. Provision exists 9. Other
	44. Tenure	0. No provision 1. Provision exists 9. Other
	45. Appeals against Dismissal	0. No provision 1. Provision exists
	46. Transfer	0. No provision 1. Procedures for transfer spelled out in agree- ment 9. Other
	47. Moving Expenses	0. No provision 1. All transfers within a division 2. Transfers at Board request only 3. Transfers from other districts 9. Other

CLUSTER	FIELD	CODED INFORMATION
F. Professional Load	48. Administrative Supervisory time	0. No provision 1. Principals only 2. Principals and Assistant Principals/Vice-Principals 3. Principals, Vice-Principals and Department Heads 4. Principals, Assistant Principals and other administrative personnel in each school 9. Other
	49. In-Service Education	0. No provision 1. Teachers paid at regular rate, no expenses 2. Teachers paid at reduced rate, no expenses 3. Regular pay and expenses 4. Reduced pay and expenses 9. Other
	50. Noon Hour Supervision	0. No provision 1. Limited to "x" days per week 2. Some teachers exempt 3. Allows for negotiation 4. Released time provided for teachers 9. Other
	51. Preparation Time	0. No provision 1. All teachers time allocation on same basis 2. Secondary teachers only 3. Elementary teachers only 4. Secondary more than elementary 5. Some subjects more than others 6. 4 and 5 7. 2 and 5 8. 3 and 5 9. Other
	52. Clerical and Secretarial Assistance for Teachers	0. No provision 1. Some provision for all teachers 2. Provision for specified teachers only 9. Other

CLUSTER	FIELD	CODED INFORMATION
F. Professional Load (Continued)	53. Time off with Pay for Curriculum Departmental Work	0. No provision 1. Provision made 9. Other
	54. Extra Curricular Activities	0. No provision 1. Teachers may decide upon whether they participate in extra curricular activities or sponsor 9. Other
	55. Work Load - General Provision	0. No provision 1. Provision for consultation and/or negotiation of any aspect of work load
	56. Teaching Load Work Year	0. No provision 1. Provision exists
	57. Teaching Load Class Size	0. No provision 1. Maximum class size = 25 pupils 2. Maximum class size = 25-30 pupils 3. Maximum class size more than 30 pupils 9. Other
	58. Teaching Load Hours of Work	0. No provision 1. Maximum hour load 9. Other
	59. Teaching Load Level or Type of Teaching eg. Special Teacher	0. No provision 1. Reduced load for specified teachers 9. Other
	60. Provision for Negotiation of Extra Duties and Responsibilities	0. No provision 1. Provision exists
	61. Marking of Departmental Exams	0. No provision 1. Provision exists for time off or extra pay 9. Other

CLUSTER	FIELD	CODED INFORMATION
F. Professional Load (Continued)	62. Co-operating Teachers' Honorarium	0. No provision 1. Provision exists for payment of honorarium to teachers who participate in teacher training programs
	63. Textbook Rental Plans	0. No provision 1. Provision exists
	64. Accumulation of Unused Sick Leave	
G. Leave	65. Accumulation of Unused Sick Leave (rate)	0. No provision 1. All unused portion 2. Half unused portion 3. 75% unused portion 4. Board discretion beyond statutory agreements 9. Other
	66. Sick Leave. Board Discretion beyond Agreed Provisions	0. No provision 1. Board may grant any additional sick leave at its discretion
	67. Reimbursement of Unused Sick Leave on Termination of Employment or Retirement	0. No provision 1. Provision exists: termination only 2. Reimbursement specifically excluded on termination 3. Provision exists: retirement only 4. Reimbursement specifically included on retirement 9. Other
	68. Maximum Consecutive Sick Days Without Proof of Illness	
	69. Sabbatical Leave (Eligibility)	0. No provision 1. 1 year after three years 2. 1 year after four years 3. 1 year after five years 4. 1 year after six years 5. 1 year after seven years 6. At board's discretion 7. 1 year after eight or more years 9. Other

CLUSTER	FIELD	CODED INFORMATION
G. Leave (Continued)	70. Sabbatical Leave (reason)	0. No provision 1. For study only 2. For study and/or travel 3. For study, travel, or experience 4. For study, travel or experience or health 5. For study, travel, health 6. Experience only 7. Health only 8. Travel only 9. Other
	71. Sabbatical Leave (Salary terms)	0. No provision 1. Percentage of salary 2. Lowest on grid 3. Specified sum 4. Difference between step and minimum for training 9. Other
	72. Sabbatical Leave (Conditions)	0. No provision 1. Written undertaking to serve 1 year on return or repayment of salary 2. Written undertaking to serve 2 years on return or repayment of salary 3. Written undertaking to serve 3 years or more on return or repayment of salary 4. Sliding scale according to pre-leave service 5. Undertaking to serve 1 year, no provision re repayment 6. Undertaking to serve 2 years, no provision re repayment 7. Undertaking to serve 3 years, no provision re repayment 9. Other
	73. Sabbatical Leave (return from)	0. No provision 1. Return to position held and salary increment 2. Return to position held and no salary increment

CLUSTER	FIELD	CODED INFORMATION
G. Leave (Continued)	73. Sabbatical Leave (return from) (Continued)	3. Return to position equivalent and salary increment
		4. Return to position equivalent and no salary increment
		5. Return to position, no provision re increments
		6. Return to equivalent position, no provision re increment
		9. Other
	74. Sabbatical Leave (Restrictions)	0. No provision
		1. Not eligible within x years of retirement
		2. Not permitted remunerative employment
		3. Both 1 and 2
		4. Remunerative employment approved by Superintendent or board
	75. Temporary Leave of Absence - Family Illness and Death	5. 1 and 4
		9. Other
		0. No provision
		1. Up to and including 5 days
		2. Up to and including 10 days
	76. Temporary Leaves of Absence - Professional improvement	3. At discretion of Board
		8. Unspecified time
		9. Other
		0. No provision
		1. Provision exists
	77. Professional Leave of Absence for Activities	0. No provision
		1. Provision exists
		0. No provision
		1. Provision exists
		0. No provision
	78. Leaves of Absence Community Activities	1. Provision exists
		0. No provision
		1. Provision exists
		0. No provision
		1. Provision exists
	79. Temporary Leave of Absence - personal reasons/extenuating circumstances	0. No provision
		1. Provision exists
		0. No provision
		1. Provision exists
		0. No provision

CLUSTER	FIELD	CODED INFORMATION
G. Leave (Continued)	80. Temporary Leave of of Absence - Curriculum Develop- ment	0. No provision 1. Release from school duties - no extra allowances 9. Other
	81. Maternity Leave	0. No provision 1. Provision exists
H. Retirement Benefits, Pensions	82. Pensions	0. No provision 1. Provision exists
	83. Retirement Benefits	0. No provision 1. Provision exists
I. Insurance	84. Insurance	0. No provision 1. Group with Board Contribution 2. Accident and Sickness, medical costs 3. Liability 4. Both 1 and 2 5. 1 and 3 6. 2 and 3 7. 1, 2 and 3 9. Other
	85 Facilities	0. No provision 1. Teachers consulted on buildings (activity engaged in planning)
J. Physical Con- ditions	86. Provision for adequate Class Room Equipment	0. No provision 1. Provision exists
	87. Rental of Teacher- ages	0. No provision 1. Rate fixed by agreement 2. Teacher right to appeal rent raises 3. Teacher notified of rent raise well in advance of June 15 (resignation date) 9. Other
	88. Government regu- lation of Standards of living accommo- dation supplied by boards	0. No provision 1. Provision exists

CLUSTER	FIELD	CODED INFORMATION
K. Association Security	89. Association security - check off	0. No provision 1. Provision for check-off (other than Rand formula) 2. Compulsory check-off all employees (Rand formula) 9. Other
	90. Association security (membership)	0. No provision 1. Compulsory membership - all certified employees except Superintendent 2. Compulsory membership - all certified employees except those designated 3. Compulsory membership - all teachers 9. Other
L. Miscellaneous	91. Creation of New Positions, not covered by Agreement	0. No provision 1. Only after consultation with teachers' representatives 2. Subject to negotiations between board and teachers
	92. Negotiation of Vacation Periods	0. No provision 1. Provision for negotiation of Christmas vacation
	93. Tuition Fees	0. No provision 1. Provision for fee payment by board for continuing education courses 9. Other
	94. Travel Allowances	0. No provision 1. Provision for teachers on school business 2. Provision for attending conferences, conventions, etc. 3. Provision for payment to new appointees (himself) 4. Both 1 and 2 5. Both 1 and 3 6. Both 2 and 3 7. 1, 2 and 3 9. Other

CLUSTER	FIELD	CODED INFORMATION
L. Miscellaneous (Continued)	95. Payment when Unavoidably Absent	0. No provision 1. Provision exists
	96.. Number of Uncoded Provisions	

EXAMPLE OF CODE CARD FORMAT

FIELD: 49 CLUSTER: F CARD NO. 4
COL. NO. 12

- 0 No Provision
- 1 Teachers Paid at Regular Rate - no expenses
- 2 Teachers Paid at Reduced Rate - no expenses
- 3 Regular Pay and expenses
- 4 Reduced Pay and expenses
- 5
- 6
- 7
- 8
- 9 Other

APPENDIX D

APPLICATION OF GOAL INTENSITY CRITERIA

APPENDIX D1

TABLE 55

FREQUENCY DISTRIBUTION OF 123 ATA GOALS IN ALL SOURCES

FIELD CLUSTER	LOW INTENSITY GOALS		MEDIUM INTENSITY GOALS		HIGH INTENSITY GOALS			
	1-5	6-10	11-15	16-20	21-25	26-30	31-35	36-40 over 40
B	TB12 TB7 TB3 TB14	TB5 TB11	TB13 TB4 TB6	TB8 TB2	TB1 TB10			TB9
D	TD16 TD15 TD8 TD7 TD18 TD10	TD9	TD13 TD12 TD1 TD17 TD4 TD6	TD14 TD3 TD5	TD2		TD11	
E	TE7 TE9 TE12	TE2 TE10	TE3 TE4 TE5	TE6	TE8		TE1	TE11
F	TF14 TF19 TF27 TF6 TF7 TF26 TF25 TF4 TF24	TF22 TF23 TF16 TF17 TF8 TF28	TF18 TF3 TF10 TF20 TF15 TF21	TF9 TF13 TF5 TF12	TF1	TF11	TF30	TF29 TF2
G	TG5 TG2		TG3 TG6 TG1	TG4				
H	TH2 TH6 TH3 TH8	TH4	TH5	TH7				TH1
I	TI3 TI5 TI2		TI4	TI6				

TABLE 55 (Continued)

FIELD CLUSTER	LOW INTENSITY GOALS		MEDIUM INTENSITY GOALS		HIGH INTENSITY GOALS				
	1-5	6-10	11-15	16-20	21-25	26-30	31-35	36-40	over 40
J	TJ2	TJ1							
K	TK12	TK4	TK6				TK5		
	TK13	TK7	TK1						
	TK2	TK14	TK11						
		TK3	TK8						
		TK9							
		TK10							
		TK15							
		TK16							
		TK17							
L	TL1	TL9	TL2						
	TL4		TL3						
	TL6		TL5						
			TL8						
			TL7						
TOTALS	61		46				16		

APPENDIX D2

TABLE 56

FREQUENCY DISTRIBUTION OF 123 ATA GOALS
IN SOURCES 1, 2 AND 3

FIELD CLUSTER	NUMBER OF TIMES MENTIONED									
	LOW INTENSITY GOALS		MEDIUM INTENSITY GOALS		HIGH INTENSITY GOALS				10 or more	
	0	1	2	3	4	5	6	7	8	9
B	TB7 TB6	TB4 TB5 TB12 TB3	TB1 TB13	TB10 TB14	TB2 TB9	TB11	TB8			
D		TD13 TD12 TD16 TD15 TD17 TD7 TD10	TD1 TD18	TD14 TD2 TD9	TD6	TD3 TD5 TD8			TD4	TD11 (10)
E		TE4 TE7 TE5 TE9 TE12	TE1 TE2 TE3 TE10		TE8		TE11	TE6		
F	TF14 TF24	TF18 TF19 TF27 TF26 TF25 TF16 TF21	TF3 TF6 TF7 TF23 TF10 TF4 TF20 TF8	TF9 TF28 TF15	TF1 TF22 TF30		TF5 TF17	TF11 TF12	TF13	TF29 (11) TF2 (22)
G		TG6	TG5 TG1	TG3		TG4 TG2				
H		TH5 TH6 TH3 TH4 TH8	TH2		TH7					TH1 (23)

TABLE 56 (Continued)

FIELD CLUSTER	LOW INTENSITY GOALS		NUMBER OF TIMES MENTIONED MEDIUM INTENSITY GOALS					HIGH INTENSITY GOALS			10 or more
	0	1	2	3	4	5	6	7	8	9	
I		TI3 TI5	TI6	TI4	TI1 TI2						
J	TJ3	TJ1	TJ2								
K	TK4 TK12 TK15 TK17	TK14 TK11 TK8 TK10 TK16	TK5 TK13 TK1 TK2 TK9	TK7 TK6			TK3				
L	TL4	TL1 TL2 TL6	TL3 TL5 TL8 TL7	TL9							
TOTALS	51		58				14				

APPENDIX D3

TABLE 57

RANKING^a OF EIGHTY EIGHT GOALS BY ELEVEN ATA RESPONDENTS

GOAL NUMBER	RESPONDENTS										
	A	B	C	D	E	F	G	H	I	J	K
TB9	1	1	1	1	1	1	1	1	1	1	1
TB2	1	1	1	1	2	1	2	3	1	2-1 ^b	1
TB4	1	1	2	1	2	1	2	3	1	2-1 ^b	1
TB5	2	1	3	3	3	N.A. ^c	2	1	3	2	3
TB1	1	1	1	1	2	1	1	1	1	1	1
TB10	2	1	3	2	1	2	1	1	2	3	2
TK12	3	2-1 ^b	2	2/3 ^d	2	3	3	1	2	2	3
TB13	2	1	2	2	3	3	3	2	3	3	3
TF29	2	1	1	2	1	1	2	1	1	2	1
TF29	2	1	1	2	2	1	2	2	2	2	2
TF29	2	2	3	2	3	2	3	3	3	3	3
TF29	2	2	1	2	2	1	2	3	3	3	2
TF29	1	2-1	2	2	3	1	3	1	2	3	3
TK14	2	3-2-1 ^b	1	3/2 ^d	3	3-1 ^b	2	1	1	2	2
TK3	1	2-1	1	1	1	1	1	1	2	1	1
TB8	1	1	1	1	1	1	1	1	1	2	2
TL7	2	2	1	2-1 ^b	3	2	1	1	2-3 ^b	3	3
TL7	2	2	1	2-1 ^b	3	2	1	1	3	3	3
TB14	2	2	1	1	1	3	1	1	2	3	1
TD13	3	1	1	2	2	1	2	2	1	3	2
TD11	2	1-2 ^{eb} 2-1 ^{eb}	1	2	2	1	1	2	1	1	1
TD18	3	2	3	3	3	2	3	3	2	3	3
TD4	1	1	1	2	1	1	1	1	1	2	1
TD6	1	1	1	1	1	1	1	1	1	2	2
TD7	1	1	1	1	2	1	1	1	1	1	2
TD8	2	2	1	2	2	2	1	1	1	3	2
TD9	3	1	1	2	1	3	1	2	3	3	3
TD15	3	2	1	1	2	2	2	2	3	3	3
TD16	3	2	2	2	3	3	3	3	2	1	3
TD10	3	2	1	2	2	1	1	2	1	1	2
TD3	3	1-2 ^b	1	2	3	1	3	1	1	3	3/1 ^d
TD1	1	1	1	1	1	1	1	1	1	1	1-3 ^b
TD14	1	1	1	1	1	1	1	1	1	1	1
TE8	1	1	1	1	1	2	1	1	2	1	1
TE10	3	1	1	1	1	3	1	1	2	1	3
TE11	1	1	1	1	2	3	1	2	1	3	1-3 ^b
TE11	2	2	2	3	3	2-1 ^b	3	1	2	3	2
TE6	2	1	1	1	3	2	2	2	1	3	1
TE4	2	1	3	2	3	3	3	3	3	3	3
TE7	2	1	2	2	3	3	2	3	2	3	3
TF22	3	1-2 ^b	3	2	3	3	2	3	2	2	2
TF22	3	1-2 ^b	1	2	3	3	2	2	-	2	2
TF23	1	1	1	2	1	3	2	3	1	3	3

TABLE 57 (Continued)

GOAL NUMBER	A	B	C	D	E	F	G	H	I	J	K
TF13	2	1	1	3	3	2	1	1	2	1 ^b	2 ^b
TF10	1	1	1	1	1	3	1	1	1	3-1 ^b	3-1 ^b
TD17	3	1	1	2	2	2	1	2	1	2	3
TF9	2	1	1	2	3	2	1	1	1	1	3
TF5	2	1	1	2	2	2	2	1	1	3-1 ^b	2
TF11	3	1	2	2	2	1	2	2	2	3	2
TF25	3	2	2	2	1	3	3	3	2	2	2
TF30	1	1	1	2-1 ^b	1	1	1	1	3	2	3-1 ^b
TF20	3	1	1	2	1	3	2	3	1	3	3
TF15	2	1-2 ^b	2	2	2	1	2	1	1	3	3-1 ^b
TF6 &											
TF7	2	1	2	2-1 ^b	1	2	1	1	3	3	1
TF28	2	2	1	2-1 ^b	2	3	2	2	3	3	3-1 ^b
TF4	2	1	1	2	1	3	2	3	3	3	2
TF1 &											
TF2	1	1	1	1	1	2	1	3	2	1	3-1 ^b
TF12	2	2	1	2	1	1	1	1	2	1	2
TL9	3	1	1	2	2	3	2	2	3	1	3-1 ^b
TF2	3	1	1	1	1	1	1	1	1	2	2
TF18	3	1	1	2	2	2	2	1	2	1	2
TG1	1	1	1	1	1	1	1	1	1	1	1
TG5	2	2	1	1	2	2	1	2	2	3	3-2 ^b
TG6	2	2	1	1	2	3	3	2	1	3	2
TG4	1	1	1	1	3	1	1	2	2	3	2
TH1	1	1	1	1	1	1	1	1	2	3	1
TH1	1	1	1	1	1	1	1	1	2	3	1
TH2	2	2	2	1	1	1	2	1	1	3	3-1 ^b
TH1	2	2	1	1	1	1	2	2	3	3	1
TH7	2	1	1	2	2	3	2	1	3	3	2
TH1	3	2	1	2	3	2/3 ^d	1	3	3	1	3
TI1	3	1	1	2-1 ^b	1	2	1	1	3	3	3-1 ^b
TI6	3	1-2 ^b	1	2-1 ^b	1	1	2	1	1	1	1
TI5	3	2	1	1	1	1	1	1	2	3	1-3 ^b
TI4	3	3	1	1	1	1	1	1	1	2	3-1 ^b
TJ1	1	2	3	2-1 ^b	3	1	3	2	2	2	2
TJ2	2	3	1	3	3	1	3	2	1	1	2
TB11	1	2	3	1	1	3	1	2	1	1	2
TL2	3	2	2	3	3	2	1	2	2	3	3
TK16	3	1	1	1	1	1	1	1	1	1	1
TK8	3	1	1	1	2	1	1	2	1	2	1
TK14	2	1	1	2	3	3-1 ^b	2	1	1	2	3-1 ^b
TK1	1	1	1	1	1	3	1	1	1	1	1
TL6 &											
TE12	1	2	1	1	1	2	1	1	1	1	2

TABLE 57 (Continued)

GOAL NUMBER	A	B	C	D	E	F	G	H	I	J	K
TL5	1	2	1	1	1	2	1	1	1	1	2
TK7	2	2	1	1	2	2	2	1	1	1	2
TL1	2	3	1	1	3	2	1	1	1	1	3
TL8	3	2	1	2	2	3	2	1	2	3	2

Note:- ^a1 = rated by respondent as "very important"

2 = rated by respondent as "moderately important"

3 = rated by respondent as "relatively unimportant".

^bRespondent indicated a change from the first stated rating to the second or third during the decade.

^cRespondent thought that this goal was not applicable and should not be rated.

^dRespondent gave both ratings and could not decide between them.

^eRespondent saw two distinct ways of interpreting the goal statement and rated both.

APPENDIX D4

TABLE 58

ATA GOAL STATEMENTS CLASSIFIED AS "STRONGLY WORDED"
IN PRIMARY SOURCES

GOAL	STATEMENT	SOURCE
TB9	Be it resolved that teachers be prepared to use all means provided in law in completing collective agreements with school board.	ATA 1963n, Res.C27
TB1	The Proposal to remove from Alberta Teachers their rights under the Alberta Labour Act is completely unacceptable to the 12,000 teachers in this Province.	ATA 1961k, p. 15
TB2	Compulsory Arbitration is useless and completely unacceptable in the negotiation of any contract.	ATA 1961k, p. 15
TB2	Teachers are deeply concerned and alarmed at the proposed imposition of compulsory arbitration and loss of tenure.	ATA 1963i, p. 2
TD15	A strong effort should be made to achieve salary recognition for those teachers whose positions require their attendance at school during August. . .	ATA 1966e, p. 1
TD5	. . . Economists are of the opinion that a person in a professional career should be able to double his earning power. If we are ever to achieve this, considerable effort must be put forth to exceed the present percentage figure (then 164 percent at the fourth year level)	ATA 1967k, p. 1
TD11	(a) Continued pressure should be maintained in an attempt to obtain a more substantial level of allowances for principals, vice-principals, and other teachers performing special functions.	ATA 1966i, p. 1
TD11	. . . If our principals are to receive equitable remuneration for their services we must attempt to make some significant advances in this area.	ATA 1967k, p. 1
TE1	A recommendation which "strongly urges" the raising of the requirement for initial certification from three to four years.	ATA 1969i, p. 9

TABLE 58 (Continued)

GOAL	STATEMENT	SOURCE
TF1, TF2	Be it resolved that the Alberta Teachers' Association strongly oppose any attempts on the part of school boards to increase instructional load.	ATA 19621, Res.C39
TF30, TF4	Teachers must achieve and maintain the right to participate in determining the conditions under which they will work.	ATA 1969h, p. 4
TF2	Standards concerning pupil-teacher ratio, maximum hours of classroom instruction, maximum number of subject preparations, teacher aide-teacher ratios "must be developed"	ATA 1969h, p. 4
TF30	Small concessions have been gained in some jurisdictions. Improved working conditions must continue to be one of our prime objectives	ATA 1968h, p. 1
TF19, TG5	Be it resolved that the Alberta Teachers' Association urge strongly that in-service programs sponsored by school boards which compel, or appear to compel, teachers to attend be held during school hours.	ATA 19671, Res.89L
TK2 TK3	ATA "is ready and determined" [to undertake the responsibility for making evaluation of years of teacher education if and when the University abdicates this function].	ATA 1966k, p. 4

APPENDIX D5

PRINCIPLES OF INTENSITY PLACING

Table 59, Appendix D6 shows the intensity placings made for each goal, based on the data in the previous tables in this appendix, which summarize the application of intensity criteria. The following illustrations explain the way in which the final intensity assignments shown in the last column of Table 59, Appendix D5, were reached.

Illustration 1: Goal No. TB1 - Final Placement - High.

Reason: Three of the four criteria including interview data and semantic content agreed - all were in the high intensity category.

Illustration 2: Goal No. TB3 - Final Placement - Low

Reason: There were no interview or semantic content data and both frequency counts gave a low placing.

Illustration 3: Goal No. TB4 - Final Placement - Medium

Reason: Both overall frequency and interview responses placed this goal in the medium category, they were thought to outweigh the primary source frequency in final placing.

1. If only frequency data were available, frequency in primary sources was given precedence over frequency in all sources.

2. If frequency and interview data produced different placings the interview placing was given precedence.

3. If frequency, interview and semantic content data produced different placings the latter two were given precedence.

4. If all four criteria could be used, any three in agreement were considered powerful enough to outweigh the fourth.

5. Wherever discrepancies were too great (that is where there were high and low placings but no medium, additional evidence such as

association with other goals or years of mention were used to make a decision.

6. These principles were applied in similar fashion to both ATA and ASTA goal intensity data.

Illustration 4: Goal No. TB10 - Final Placement - Medium

Although overall frequency of this goal was high, frequency in primary sources and interview data combined to make the final placement "medium".

Illustration 5: Goal No. TD7 - Final Placement - High

This example illustrates the situations in which there were wide discrepancies between placements. In this case frequency data indicated a low placement but interview subjects' placed the goal in the high intensity group. The decision was made to place it "high" because wherever it was mentioned in the sources it was always found in association with other "high" intensity goals.

Illustration 6: Goal No. TD12 - Final Placement - Low

This illustration represents the converse of Illustration 5. Under precisely the same conditions ("low" frequency placement and "high" interview placement) the goal was given a "low" final placement because it was mentioned in no source at all until 1969 and although the interview data might accurately reflect its importance in that year in the overall picture, it cannot be said to have been a very important goal during the ten years of the study period.

The principles of placement were set out in Chapter IV but they are repeated here in the light of the examples given and in slightly greater detail.

APPENDIX D6

TABLE 59

INTENSITY PLACINGS OF 123 ATA GOALS ON FOUR CRITERIA

GOAL NUMBER	F ^a	LOW P ^b	I ^c	W ^d	F ^a	MEDIUM P ^b	I ^c	W ^d	F ^a	HIGH P ^b	I ^c	W ^d	FINAL ASSIGNMENT
TB1						x			x		x	x	High
2					x	x					x	x	High
3	x	x											Low
4		x			x		x						Medium
5	x	x	x										Low
6		x			x								Low
7	x	x											Low
8					x					x	x		High
9						x			x		x	x	High
10						x	x		x				Medium
11	x					x	x						Medium
12	x	x											Low
13			x		x	x							Medium
14	x					x	x						Medium
TD1					x	x					x		High
2						x			x				Medium
3					x	x	x						Medium
4					x					x	x		High
5					x	x					x	x	High
6					x	x					x		High
7	x	x									x		High
8	x					x	x						Medium
9	x					x	x						Medium
10	x	x					x						Medium
11							x		x	x		x	High
12		x			x								Low
13		x			x		x						Medium
14					x	x					x		High
15	x	x					x					x	Medium
16	x	x	x										Low
17		x			x		x						Medium
18	x		x			x							Low
TE1						x			x			x	High
2	x					x							Medium
3					x	x							Medium
4		x	x		x								Low
5		x			x								Low
6					x		x			x			Medium
7	x	x					x						Medium
8						x			x		x		High

TABLE 59 (Continued)

[illegible]

TABLE 59 (Continued)

GOAL NUMBER	F ^a	P ^b	LOW I ^c	W ^d	F ^a	P ^b	MEDIUM I ^c	W ^d	F ^a	P ^b	HIGH I ^c	W ^d	FINAL ASSIGNMENT
TH5		x			x								Low
6	x	x											Low
7					x	x	x						Medium
8	x	x											Low
TI1					x	x	x						Medium
2	x					x							Medium
3	x	x											Low
4					x	x					x		High
5	x	x					x						Medium
TJ1		x			x		x						Medium
2	x					x	x						Medium
3	x	x											Low
TK1					x	x					x		High
2	x					x						x	Medium
3	x									x	x	x	High
4	x	x											Low
5						x			x			x	High
6					x	x							Medium
7	x					x					x		High
8		x			x						x		Medium
9	x					x							Medium
10	x	x											Low
11		x			x								Low
12	x	x					x						Medium
13	x					x							Medium
14	x	x					x						Medium
15	x	x											Low
16	x	x									x		High
17	x	x											Low
TL1	x	x					x						Medium
2		x			x		x						Medium
3					x	x							Medium
4	x	x											Low
5					x	x	x						Medium
6	x	x									x		Low
7					x	x	x						Medium
8					x	x	x						Medium
9	x					x	x						Medium

^a_F = Placing according to frequency in all sources

^b_P = Placing according to frequency in three primary sources

^c_I = Placing by interview respondents

^d_W = Placing according to semantic content.

APPENDIX D7

TABLE 60

FREQUENCY DISTRIBUTION OF 122 ASTA GOALS IN ALL SOURCES

FIELD CLUSTER	NUMBER OF TIMES MENTIONED								
	LOW INTENSITY GOALS		MEDIUM INTENSITY GOALS		HIGH INTENSITY GOALS				
	1-5	6-10	11-15	16-20	21-25	26-30	31-35	36-40	over 40
B	BB2	BB5	BB6	BB1					
	BB7	BB18	BB10	BB9					
	BB8								
	BB13								
	BB17								
	BB4								
	BB3								
	BB11								
	BB15								
	BB14								
	BB16								
	BB12								
C	BC1								
	BC2								
	BC3								
D	BD2	BD3	BD8						
	BD6	BD1							
	BD12	BD16							
	BD7	BD14							
	BD9	BD11							
	BD10	BD17							
	BD15								
	BD5								
	BD20								
	BD19								
	BD4								
	BD18								
	BD21								
	BD13								
E	BE3	BE6	BE7						
	BE2	BE9	BE10						
	BE1								
	BE4								
	BE5								
	BE11								
	BE13								
	BE8								

TABLE 60 (Continued)

FIELD CLUSTER	NUMBER OF TIMES MENTIONED								
	LOW INTENSITY GOALS		MEDIUM INTENSITY GOALS		HIGH INTENSITY GOALS				
	1-5	6-10	11-15	16-20	21-25	26-30	31-35	36-40	over 40
E (Cont'd)	BE14								
	BE15								
	BE16								
	BE17								
	BE12								
	BE18								
F	BF1	BF19							
	BF12	BF23							
	BF27	BF10							
	BF2	BF11							
	BF5	BF14							
	BF6	BF24							
	BF7	BF17							
	BF8								
	BF3								
	BF4								
	BF22								
	BF9								
	BF21								
	BF13								
	BF25								
	BF15								
	BF16								
	BF18								
	BF26								
	BF20								
	BF28								
G	BG1	BG2							
	BG3								
H	BH1								
	BH2								
	BH3								
I	BI6	BI1							
	BI5	BI2							
	BI4								
	BI3								
J		BJ3							
		BJ2							
		BJ1							

TABLE 60 (Continued)

FIELD CLUSTER	LOW INTENSITY GOALS		NUMBER OF TIMES MENTIONED MEDIUM INTENSITY GOALS				HIGH INTENSITY GOALS		
	1-5	6-10	11-15	16-20	21-25	26-30	31-35	36-40	over 40
K	BK2	BK1							
	BK4	BK6							
	BK5								
	BK3								
L	BL1	BL3							
	BL2	BL5							
	BL4								
	BL6								
	BL7								
	BL8								
M	BM1								
	BM2								
	BM3								
	BM4								
	BM5								

[illegible]

APPENDIX D9

TABLE 62

RANKING OF FIFTY FIVE GOALS BY ELEVEN ASTA RESPONDENTS

GOAL NUMBER	A	B	C	D	E	F	G	H	I	J	K
BB6	2	3	1-2 ^b	2	1	3	3	2	1	2	3
BB1	1	2	1-3 ^b	3	2	3	2	3	1-3 ^b	3	2
BB10a	1	3	2	2	1	2	1	1	1	3	1
BB10b	1	2	3	3	1	2	2-1 ^b	2	2	2	3
BB4	3	3	1-2 ^b	3	3	3	3	1	1	1	3
BB5	1	2	3	2	3	3	2	2	1	2	1
BL4, BB9,											
BB13	1	1	2-1 ^b	2	1	3	1	1	1	3	1
BB6	1	3	1-2 ^b	1	1	1	1-2 ^b	1	1	2	3
BD4,											
BD5	3	1	2-1 ^b	1	1	3	1	2	1	3	1
BD10	2	1	2-1 ^b	1	1	3	1	1	1	1	1
BD12	1	2	3-2 ^b	1	1	2	2-1 ^b	1	1	2	3
BD17	2	3	3	1	1	3	1	3	3	2	1
BL2	1	2	3-2 ^b	1	1	1	1	2	1	1	1
BL7,											
BB18	1	1	1	2	3	1	1	1	1	1	2/1 ^d
BD21	1-2 ^b	1	2-3 ^b	2	1	3	1	2	2	1	3
BD16	1-2 ^b	3	3	3	2	2	2	1	1	2	2
BD8	2	1	3-1 ^b	1	1	3	1	1	1	1	1
BD18	1	2	3	2	1	3	3	1	2	1	1
BD11	2	2	3	1	1	2	3	1	1	1	3
BD20	1	1	2	2	1	2	1	1	2	2	1
BD19	2	3	3	3	1	3	2	2	3	1	1 rural 3 urban
BE7	1	1	3	2	1	3	3	1	1	1	3
BE11	1	2	2	1	1	3	2	1	1	3	1
BE6	1	2	2	2	3	3	1	3	1	1	1
BE9	1	2	3	1	1	1	1	1	2	3	1
											2
											3
BE14	2	2	2	1	1	3	2	2	3	3	3
BK1	1	2	3-1 ^b	1	1	1	1	3	1	2	1
BK11	1	1	2-1 ^b	1	1	1	1	1	1	2	1
BF1,											
BF28	1	3	3	1	1	3	2	1	1	1	1
BF9	1	2	3	2	1	1	2	2	1	1	2
BF19	1	1	3-1 ^b	1	1	3	1	1	1	1	1
BF21,											
BF3,											
BF5,											
BF6,											
BF7,											
BF8	1	2	1	1	1	3	1	1	1	1	1

TABLE 62 (Continued)

GOAL NUMBER	A	B	C	D	E	F	G	H	I	J	K
BF22	2	2	3	3	3	2	1	1	1	2	1
BE10	1	2	3	2	2	1	2	1	1	2	1
BF25	1+ ^c	1	3	1	1	2	2-1 ^b	1	1	1	1
BE18	2	3	3	3	1	1	1	3	2	3	-
BF13, BF14	1	2	3-1-2 ^b	2	2	1	1	1	1	2	2
BG2	2	1	1	2	2	3	1	1	1	1	1
BG1	1	2	3	3	3	3	3	2	1	3	2
BH1	3	3	3	3	3	3	3	3	3	3	3
BH2	3	3	3	3	3	3	1	2	2	3	3
BI3, BI5	1	2	2-3 ^b	3	1	3	1	1	3	2	3
BI1	1	2	1	1	1	3	1	1	1	1	1
BI6	2	3	1	3	3	3	1	3	2-3 ^b	3	1
BI2	1	1	3	2	1	1	2	1	1	1	1
BJ3	1	2	3	3	3	3	3	1	1	1	1
BJ2	1	3	3	3	3	2	2	2	1	1	1
BK1	1-2 ^b	1	3	1	1	3	3	1	1	2	3 urban 1 rural
BM2, BF4	1	3	1	1	2	2	1	2	1	2	1
BL3	1	1	2/3 ^d	1	1	1	1	1	1	1	1
BL6	1	1	1	1	1	3	1	1	1	1	1
BL1	1	2	2	3	3	3	3	3	1	1	2
BL5	1	2	3	3	1	3	1	2	1	1	1
BM3	1	2	3	3	3	3	2	2	1	1	1
BL4, BB9, BB13	1	1	1	3	1	3	1	1	1	1	1

Note:- ^a1 = Very Important

2 = Moderately Important

3 = Relatively Unimportant

^b Respondent indicated a change from the first stated rating to the second or third during the decade.

^c Respondent rated goal as a dominating concern of the Association.

^d Respondent gave both ratings and could not decide between them.

APPENDIX D10

STRONGLY WORDED ASTA GOALS IN PRIMARY SOURCES

GOAL	STATEMENT	SOURCE
BB10	Removal of all central administrative staff from bargaining unit: reference to the current legislation as "grossly inadequate".	ASTA, 1964a, p. 13
BB1, BB6	Removal of teacher bargaining from Labour Act and imposition of time schedules to effect a pattern of salary negotiation that will "assist in offsetting the gross dis-service wrought upon those students affected directly by teacher strikes".	ASTA, 1963e, p. 21
BD1, BD2, BD3	. . . "any discussion of major increases in 1968-69 would be a gross public wrong". Several other statements in this year were similarly worded.	ASTA, 1968g, No.1
BD12	Principal's allowance expressed as a percentage of level four salaries on the grid and based on number of teachers. ("Horror Clause" <u>not</u> to be included in agreements).	ASTA, 1967f, No.5
BD9	Bonus payments for teachers remaining three years or more. ("Horror Cluase" not to be included in agreements).	ASTA, 1967f, No.5
BD6	The Report of the Salary Committee recommended "that boards continue to assess salary grids as they have in the past on the basis of provincial and local economic data and that they refuse to grant increase on the basis of national data."	ASTA, 1964b, Dec.11
BE4, BE5, BE6	Teacher Resignation Dates. "The ASTA questions most emphatically the retention of a contractual pattern which works to the relative detriment of Alberta School Jurisdictions. . . . In support of this urgent request for modification of existing legislation the Association presents the following rationale, conclusions and proposals" The following eight clauses were labeled: "Horror Clauses" <u>to be kept out of Agreements</u>	ASTA, 1964a, p. 1

GOAL	STATEMENT	SOURCE
BF1	Teachers' granted a free period per day.	ASTA, 1967f, No.5
BF5	Stated amount of clerical help for teachers.	ASTA, 1968g, No.15
BF6	Number of preparation periods per day limited in Senior High School and Junior High School.	ASTA, 1967f, No.5
BF1	Extra free period for English teachers to do marking.	ASTA, 1967f, No.5
BF1	"No! No! No!" do not include preparation time in agreements.	ASTA, 1968g, No.15
BF8	Class loads in grade 1 limited to twenty pupils.	ASTA, 1967f, No.5
BG3	Leave for Personal Reasons	ASTA, 1968g, No.15
BJ3	Inclusion in agreements of teacherage rental conditions.	ASTA, 1967f, No.5
BK2	"This Association would express grave concern about the possible implications of official recognition of the Alberta Teachers' Association Teacher Qualifications Board by the Government of this Province." . . . the matter of control of education should reside in the Legislative Assembly of this Province through the Minister of Education and his servants."	ASTA, 1966d, p. 6
BM1	A further "Horror Clause" Agreement about who can engage a substitute teacher.	ASTA, 1967f, No.5

APPENDIX D11

TABLE 63

INTENSITY PLACINGS OF 122 ASTA GOALS ON FOUR CRITERIA

GOAL NUMBER	F ^a	P ^b	LOW I ^c	W ^d	F ^a	P ^b	MEDIUM I ^c	W ^d	F ^a	P ^b	HIGH I ^c	W ^d	FINAL ASSIGNMENT ^e
BB1							x		x	x		x	High
2	x					x							Medium
3	x					x							Medium
4	x					x					x		High
5		x			x		x						Medium
6							x		x	x		x	High
7	x	x											Low
8	x									x			Medium
9							x		x	x	xx		High
10									x	x		x	High
11	x	x											Low
12	x	x											Low
13	x	x									xx		High
14	x	x											Low
15	x	x											Low
16	x	x											Low
17	x	x											Low
18					x	x					x		High
BC1	x					x							Medium
2	x					x							Medium
3	x	x											Low
BD1					x					x		x	High
2	x									x		x	High
3					x					x		x	High
4	x	x					x						Medium
5	x	x					x						Medium
6	x									x		x	High
7	x					x							Medium
8									x	x	x		High
9	x	x										x	Medium
10	x									x	x		High
11		x			x		x						Medium
12	x	x					x					x	Medium
13	x	x											Low
14		x			x								Low
15	x	x											Low
16					x	x	x						Medium
17		x			x		x						Medium
18	x	x					x						Medium
19	x	x					x						Medium
20	x	x					x						Medium
21	x	x					x						Medium

TABLE 63 (Continued)

GOAL NUMBER	F ^a	P ^b	LOW I ^c	W ^d	F ^a	P ^b	MEDIUM I ^c	W ^d	F ^a	P ^b	HIGH I ^c	W ^d	FINAL ASSIGNMENT ^e
BE1	x	x											Low
2	x	x											Low
3	x	x											Low
4	x									x		x	High
5	x	x										x	Low
6					x	x	x					x	Medium
7							x		x	x			High
8	x	x											Low
9					x	x	x						Medium
10									x	x			High
11	x					x	x						Medium
12	x	x											Low
13	x	x											Low
14	x	x					x						Medium
15	x	x											Low
16	x	x											Low
17	x	x											Low
18	x	x					x						Medium
BF1	x									x	x	x	High
2	x					x					x		High
3	x										x		High
4	x					x	x						Medium
5	x	x									x	x	High
6	x	x									x	x	High
7	x	x									x		High
8	x										x	x	High
9	x						x						Medium
10					x					x			High
11		x			x						x		Medium
12	x	x											Low
13	x						x						Medium
14		x			x		x						Medium
15	x												Low
16	x					x							Medium
17		x			x								Low
18	x												Medium
19					x					x	x		High
20	x	x											Low
21	x												Low
22	x	x					x						Medium
23		x			x								Low
24		x			x								Low
25	x	x									x		Medium
26	x	x											Low
27	x	x											Low
28	x	x									x		Medium

TABLE 63 (Continued)

GOAL NUMBER	F ^a	P ^b	LOW I ^c	W ^d	F ^a	P ^b	MEDIUM I ^c	W ^d	F ^a	P ^b	HIGH I ^c	W ^d	FINAL ASSIGNMENT ^e
BG1	x		x			x							Low
2		x			x						x		Medium
3	x					x						x	Medium
BH1	x	x	x										Low
2	x	x	x										Low
3	x	x											Low
BI1					x					x	x		High
2		x			x						x		Medium
3	x	x					x						Medium
4	x	x											Low
5	x	x					x						Medium
6	x		x			x							Low
BJ1		x			x								Low
2		x			x		x						Medium
3		x			x		x					x	Medium
BK1					x	x					x		High
2	x	x										x	High
3	x					x							Medium
4	x	x											Low
5	x	x											Low
6	x	x			x								Low
BL1	x	x					x						Medium
2	x	x									x		Medium
3		x			x						x		Medium
4	x	x									x		High
5		x			x		x						Medium
6	x	x									x		Low
7	x	x					x						Medium
8	x	x											Low
BM1	x					x						x	High
2	x	x					x						Medium
3	x	x					x						Medium
4	x					x							Medium
5	x	x											Low

^aF = Placing according to frequency in all sources

^bP = Placing according to frequency in three primary sources

^cI = Placing by interview respondents

^dW = Placing according to semantic content

^eThe principles used in making the final assignment to an intensity category are found in Appendix D5. The same principles of placement were used for both ATA and ASTA goals.

B30005